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ABSTRACT

This document consists of the four issues in volume 12 of the "ACCT Trustee Quarterly," for winter 1987-88, spring 1988, summer 1988, and winter 1989, respectively. This journal presents articles on a wide variety of topics of interest and concern to two-year college trustees and other education professionals. The winter 1987-88 issue features articles on a national survey of the attitudes of trustees; a campaign to preserve the Associate of Arts Degree in Nursing; enhancing the image of the college in the community; college support of farming and rural communities; fund raising; and the Unrelated Business Income Tax. The spring 1988 issue is a special publication on St. Petersburg Junior College in Florida. In addition to articles by the college president and board chairman, it contains essays by faculty and staff on institutional effectiveness; applied ethics; partnerships with business; health programs; a dual credit program; underprepared students; articulation; student performance feedback; and faculty development. The summer 1988 volume includes articles on the economic impact of community colleges; environmental liability; the structure of community college foundation boards; recruitment and retention of minorities; the Montgomery GI Bill; merit recognition; literacy for non-native English speakers; and faculty development. The winter 1989 issue displays a change in format for the Quarterly. It provides essays under the departments of Academic Affairs, Legislative Advocacy, Community Relations, Employee Relations, and Commentary and the following feature articles: "How Does Your President Measure Up?" by Charles Harrison and "Community Colleges Exhibit New Spirit of Fund Raising Aggressiveness," by Diana L. Pabst. (AJL)

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Association of Community College Trustees

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TRUSTEE QUARTERLY

Volume 12 Number 1 Winter 1987-88

Contents

Educating Our Seniors ..... *M.C. "Nick" Nicolai* 1

Results of a National Survey of Local Community College Trustees: Trustee Attitudes ..... *Lynn A. Whitmore* 3

Dealing With the ANA: A Campaign to Preserve the A.D.N. Degree ..... *Gary W. Davis* 10

Assessing and Enhancing Your College's Image in the Community ..... *Nancy E. Hardee* 14

Community Colleges: A Supporter of Farming and Rural Communities ..... *Stephen J. Kridelbaugh* 17

Fund Raising For Two-Year Colleges ..... *Stephen R. Wise, Marlene W. Camper* 21

To UBIT or Not To UBIT: The Unrelated Business Income Tax Question ..... *Berdette H. (Bert) Cofer* 30

Index, *Trustee Quarterly*—Volume 11 36

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Educating Our Seniors

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Yavapai College
Prescott, Arizona

Occasionally a taxpayer will contact a community college trustee and voice a complaint about something he or she thinks needs attention or correction. I was approached recently by a constituent who objected to our "junior college" holding classes for "old folks". That encounter and my subsequent thoughts may be of interest to other trustees.

Some people still regard community colleges as junior colleges, and we often hear the two designations used interchangeably by those who are not familiar with the changes that have occurred through the years. When one of our students graduates with an associate degree, after having achieved the first two years of a baccalaureate, we have successfully performed our function as a junior college. Today, however, the community college mission is much broader than that of a junior college, since it provides for the educational and cultural enrichment of the entire community—not just one segment.

Arizona's community colleges have a common operational philosophy. A large, handsomely printed version, four feet by six feet in size, has been installed on our board room wall. We can readily refer to it to remind ourselves and others that our college provides appropriate education for all citizens in the community.

The concept of community education meets the requirements of today's generation. Many now find they must work while educating themselves in order to achieve personal and professional goals. As members of the community, they are able to take open-entry/open-exit courses, work/study programs and remedial courses in order to accommodate their particular needs. Individual counseling helps them design a program that fits their particular requirements.

Trustees, in cooperation with administration and faculty, must constantly evaluate the needs of their community in shaping the mission of their institution. Yavapai College in Prescott, Arizona, provides one example of this principle in action. Prescott is a community of many retired persons. Responding to their needs, Yavapai College created a "Retirement College" in 1973. Individuals 62 years of age and over may enroll in special courses in which there are no final examinations. They need not be high school graduates. A course bank representing all departments of Yavapai College is available to them. About 26% of our part-time students are enrolled in the Retirement College. For them, educational fees are reduced. If, however, a person 62 years of age or over desires to enroll in any course outside the Retirement College, full educational fees must be paid.

When I first became a trustee at Yavapai College in 1979, the Retirement College was growing. People 62 and over could take certain classes free of charge. The rationale was that these people had paid taxes all of their lives and they were due a return on their investment. The underlying thought was that community colleges should encourage persons of all ages to develop their skills and talents for the improvement of the community.

There was some opposition from an active group of local taxpayers who objected to the arrangement and board members often had to support the concept. Partially in answer to the opposition, but more due to inflationary pressures, limited tuition has been charged in our Retirement College since 1980. The charge has increased over the years and today the educational fees are 40% of those paid by students taking non-retirement courses. In effect, the reduction amounts to the college making a grant to a group of deserving people who seek to improve themselves through continuing education.

Since there are no final examinations in Retirement College courses, a non threatening atmosphere exists. Students participate to the extent of their abilities and interests. All courses in the Retirement College are graded "S" (satisfactory) or "U" (unsatisfactory).

Some retirement classes meet concurrently with regular academic classes. Ages in these classrooms can vary between 16 and 80 plus. Persons taking such courses find the viewpoints of the various age groups to be a stimulus to the entire class, much to the delight of the instructors. "Seniors" have a wealth of information to contribute, and everyone in the class, including the instructor, often benefits from the mixture of experience and knowledge. Retirement college students are usually highly motivated individuals who have sought to acquire new ideas throughout their lives. They are assets to the community.

The first class in our Retirement College, titled "Law and the Senior Citizen," was given in the spring of 1973 with 38 students in attendance. One purpose of the class was to provide needed information. Another was to offer instruction in an inviting and pleasant atmosphere. We succeeded in both respects. As a result, today "seniors" are prominent on campus as they seek to broaden their horizons by acquiring knowledge of subjects they find challenging and useful. A Retirement College Advisory Committee provides assistance in designing the curriculum to meet the needs and interests of these members of our community.

There are several intangibles involved in endorsing such a program. Many senior students were not able to afford the time, when they were earning a living, to take subjects that would enrich the quality of their lives. Now they are acquiring new information and concepts. Their broadened outlooks are making them more vital and interesting. They are accepting the challenge that one must extend oneself to assimilate knowledge. They look forward to attending classes where there is a give-and-take between individuals of varying degrees of intelligence and experience. They continue to grow by exercising their minds and by sharing their thoughts with others. Some of the people who have enjoyed being part of the Retirement College have contributed to the Yavapai College scholarship fund out of gratitude for being included as part of our college family long after the doors of a four-year college or university would have been closed to them.

My conversation with the taxpayer who broached this subject included many of the above thoughts. He asked several questions and, upon parting, mentioned he had recently reached the "magic age of 62" and he just might enroll in some of our Retirement College courses.

He made my day!

Results of a National Survey of Local Community College Trustees: Trustee Attitudes

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Editor's note: This is the second article in a series which will describe the results of a 1987 national survey that was done in conjunction with the Community College Leadership Program at the University of Texas at Austin. The author wishes to express her gratitude to the many trustees who took the time to complete the survey and share their thoughts with her.

In the national survey phase of the research, 724 local trustees in 24 states were sent a three-part questionnaire that collected information on the personal characteristics of trustees, their attitudes toward college and board issues, and board-related activities. The response rate to three mailings of the survey questionnaire was 72 percent; 522 trustees returned usable questionnaires by the survey deadline. Responses were received from 68 percent (N=285) of the appointed trustees and 72 percent (N=237) of the elected trustees in the national sample.

Trustee Attitudes

Board members in the national survey were asked to respond to 18 positively worded statements about community college and board issues. Trustees indicated the degree to which they agreed or disagreed with each statement by circling one of five responses: strongly disagree, disagree, indifferent, agree, and strongly agree. Numerical values of 1 (strongly disagree) to 5 (strongly agree) were assigned to each response category.

Responses to the attitude statements have been condensed here, in order to illustrate more clearly the extent to which trustees agreed or disagreed with each issue statement. In Table 1, strongly disagree and disagree responses have been grouped together (SD & D); strongly agree and agree responses have also been collapsed into one category (SA & A). Group means for attitude responses, which indicate the central tendency of the entire group of trustees to agree or disagree with particular statements, are included as well.

"Indifferent" responses are also reported in Table 1. This mid-point category was chosen by an average of five percent of the trustees, and it is not clear whether trustees who circled "indifferent" wanted to indicate that they were indifferent or undecided about an issue.

Group means were influenced by the number of "indifferent" responses and the amount of variation in trustee responses to individual statements. To interpret the extent of general agreement or disagreement with an issue statement, several numerical categories were developed for mean scores:

3.3 - 5.0 Agree
2.8 - 3.2 Indifferent or Undecided
1.0 - 2.7 Disagree

The 18 issue statements in the survey covered five major areas of concern for trustees: college programs, financial issues, statewide concerns, student-related issues, and board roles.

TABLE 1

Profile of Local Community College Trustees: Responses to Issue Statements

Issue	Disagree (SD & D) Freq.	%	Indifferent or Undecided Freq.	%	Agree (SA & A) Freq.	%	Mean
College Programs							
Community colleges should emphasize vocational training more than general education (Liberal Arts/Humanities).	313	60.2	26	5.0	181	34.8	2.7
The community college should be the primary educational institution responsible for serving adults who need remedial or developmental help in basic skills.	140	27.0	47	9.1	331	63.9	3.5
Community colleges should offer lifelong learning programs that contribute to the personal enrichment of students of all ages.	7	1.3	9	1.7	504	96.9	4.4
Financial Issues							
Student tuition and fees should cover a fixed percentage of the cost of education at community colleges.	111	21.4	35	6.8	371	71.6	3.6
No tuition or low tuition should be the policy of community colleges.	220	42.5	11	2.1	287	55.4	3.1
The state legislature should be completely responsible for financing public community colleges.	401	77.1	17	3.3	102	19.6	2.3
Community colleges should be funded by a combination of state and local funds.	56	10.8	13	2.5	449	86.7	4.0
Local college trustees and staff should be able to decide how college funds are allocated, regardless of the source of college funds.	101	19.4	21	4.0	398	76.5	3.8
Statewide Concerns							
The interests of community colleges are well-represented in my state legislature.	151	29.2	27	5.2	340	65.6	3.4
Strong statewide coordination of community colleges is a necessary element of a state community college structure.	71	13.7	36	6.9	413	79.4	3.8

TABLE 1 (Continued)

Issue	Disagree (SD & D) Freq.	%	Indifferent or Undecided Freq.	%	Agree (SA & A) Freq.	%	Mean
Student-Related Issues							
Community colleges should have an "open admissions" policy, with no academic entry requirements for most programs and courses.	211	40.8	15	2.9	291	56.3	3.2
Academic assessment and counseling should be required for community college students who enroll in a specific number of courses or units.	25	4.8	45	8.7	449	86.5	4.0
Attendance at a community college is a privilege, not a right.	101	19.6	25	4.9	389	75.5	3.8
Community colleges have done an excellent job of serving groups of students who previously were not well-served by colleges.	7	1.3	16	3.1	496	95.6	4.4
Board Roles							
Trustees should be appointed or elected on the basis of their ability to represent specific constituent groups in the community.	362	69.9	28	5.4	128	24.7	2.3
The college's chief executive officer is the only college employee who should be selected directly by the board of trustees.	122	23.4	9	1.7	390	74.9	3.8
Trustees should support the college's chief executive officer in public board meetings and votes, even though disagreements may occur in private meetings.	206	39.8	30	5.8	281	54.4	3.2
"Sunshine laws" (open meetings) often interfere with a board's ability to carry out its functions and work effectively.	312	60.1	42	8.1	165	31.8	2.6

College Programs

Three issue statements referred to various instructional programs offered by community colleges. A majority of trustees (60.2 percent) disagreed with the statement that colleges should emphasize vocational training more than general education, but many trustees (34.8 percent) agreed that vocational training should be emphasized. A similar split in attitudes was found in responses to the statement that community colleges should be the primary providers of education in basic skills for adults; 27.0 percent of the

trustees disagreed, and 63.9 percent agreed. Trustees strongly agreed (96.9 percent), however, that their colleges should offer lifelong learning programs for the personal enrichment of adults of all ages.

Financial Issues

Five issue statements were related to financial concerns. When asked whether tuition for community college should be low or a fixed percentage of a college's costs, 71.6 percent of the trustees supported the notion of fixed percentage tuition; 55.4 percent of the trustees indicated that they preferred low or no tuition for students. Two other issues focused on the source of funding for community colleges. Trustees clearly agreed (86.7 percent) with the statement that their colleges should be funded by a combination of state and local resources; a majority of the trustees disagreed (77.1 percent) with the statement that state legislatures should be completely responsible for financing public community colleges. Several trustees qualified their responses to the state-level funding statement by noting on their surveys that student tuition and fees should be part of the college funding base. Regardless of the source of college funds, trustees agreed (76.5 percent) that board members and college staff should be able to decide how college funds are allocated.

Statewide Concerns

Two issue statements focused on statewide concerns. Trustees tended to agree with the statement that the interests of community colleges were well-represented in their legislatures (65.6 percent), but 29.2 percent of the trustees disagreed with that statement. When asked whether strong statewide coordination was a necessary element of a state community college structure, 79.4 percent of the trustees agreed.

Student-Related Questions

Four issue statements concerned admission policies and student outcomes. Slightly more than half of the trustees (56.3 percent) agreed with a statement that described an open admissions policy that included no academic entry requirements for most programs and courses; trustees were divided on this issue, however, in that 40.8 percent disagreed with the open admissions statement. On the other hand, most trustees (86.5 percent) agreed that academic assessment and counseling should be required for community college students. The majority of the trustees (75.5 percent) also agreed that community college attendance is a privilege, not a right; this statement indirectly supports admission requirements of some sort. Board members thought that community colleges had done an excellent job of serving groups of students who previously were not well served by colleges (95.6 percent agreed).

Board Roles

Trustee responses were divided on each of the four statements that related to board roles. The majority of the trustees (69.9 percent) disagreed with the statement that board members should be elected or appointed on the basis of their ability to represent specific constituent groups, but almost one-fourth of the trustees (24.7 percent) agreed with the representation statement. The same three-to-one division appeared in trustee responses to the statement concerning the board role in directly selecting college employees: 74.9 percent of the trustees agreed that the college CEO is the only employee who should be selected directly by the board, while 23.4 percent disagreed. Eight trustees (generally from large colleges or districts) who disagreed with this statement noted that their boards also selected the college architect and/or lawyer. There

was a wide division in responses to the statement that trustees should support the college CEO in public meetings and votes: 54.4 percent of the trustees agreed with this statement, and 39.8 percent disagreed. On the statement concerning the effects of sunshine laws (open meetings), 60.1 percent of the trustees thought that sunshine laws did not interfere with a board's ability to work effectively; 31.8 percent of the trustees agreed that sunshine laws interfered with board functioning.

Future Issues

The last item on the issue portion of the survey asked trustees to identify the two most important issues that community colleges will face in the next ten years. This item was optional, but 458 trustees (88 percent) chose to respond. In fact, many trustees wrote detailed, articulate notes on the sides and back of the survey questionnaire about what they thought were the most important issues for community colleges. Future issues identified by trustees are categorized in Table 2.

TABLE 2

Important Future Issues Identified by Local Trustees

Issue	Frequency	Percentage
Decreases in college funding	348	83.4
Changes in enrollment patterns	96	25.4
Concerns about specific types of students with special needs	59	15.9
Keeping vocational training programs up to date	57	14.8
Maintaining high quality instruction	37	9.8
Relationships with other educational institutions	33	9.1
Adapting college curricula to meet future needs	31	8.4
Staffing concerns	31	8.4
Defining college mission	27	7.3
Local control	20	5.3
Relationships with unions	16	4.4
Relationships with the community	15	4.1
Internal/local organizational problems	12	3.3

The issue most frequently mentioned by trustees was decreases in college funding, which had led to staff reductions, as well as program and course cancellations. Many trustees also noted that they were not able to keep 20-year-old college facilities in adequate repair or purchase equipment needed to support good teaching. Several trustees mentioned that federal funds should be available to support the general operating expenses of public community colleges.

While the level of college funding obviously was the most critical issue for the trustees, they were also concerned about changes in the types and numbers of students who are

enrolling in their colleges (25.4 percent); being able to provide educational services to special groups of students such as older adults, gifted students, the unemployed, minority students, and adults who need help with basic skills (15.9 percent); purchasing sophisticated equipment and hiring staff needed to keep vocational programs up to date with current technology (14.8 percent); maintaining high-quality instruction in all college programs (9.8 percent); and developing collaborative, supportive relationships with other educational institutions (9.1 percent).

Attitudes of Trustees in Different States

In an effort to determine whether state regulations or elements in different state community college systems had influenced trustee responses to the 18 issue statements in the survey, a separate analysis of issue responses was undertaken for the 24 states in which the colleges in the sample were located. Data from seven states (Wyoming, New Jersey, Arizona, Colorado, Nebraska, Missouri, and Kansas) were not used because less than ten trustees had responded from each state.

Responses of trustees in the 24 different states were remarkably similar for 14 of the 18 issue statements, which indicated that state regulations or other local factors probably did not influence trustee responses. For example, the mean scores of trustee responses to the statement regarding funding by the state legislature differed state-by-state by less than one standard deviation; trustees in all 24 states generally disagreed with this funding statement. Further, state-by-state responses to the "open admissions" statement were also very similar; trustees in each state were divided on that issue, as they were in the general trustee population.

Trustee responses to four issue statements differed, however, in six states. Trustees in South Carolina and Wisconsin agreed very strongly with the statement that emphasized vocational training; public two-year institutions in both states concentrate, by legislative mandate, on vocational and technical training. Trustees from Ohio strongly disagreed with the statement that community colleges should be responsible for developmental education for adults, while trustees in other states were divided on the developmental educational issue. California trustees disagreed more strongly than their colleagues in other states with the statement that the interests of community colleges are well-represented in their state legislature. Trustees in Massachusetts and the state of Washington strongly disagreed with the statement that community colleges should be financed by a combination of state and local funds; trustees in every other state generally agreed with the state-local funding statement.

Attitudes of Appointed and Elected Trustees

Responses to the 18 issue statements in the survey were examined for differences between appointed and elected trustees. Analysis determined that the responses of elected and appointed trustees to six issue statements showed some differences.

Appointed trustees were more likely than elected trustees to agree with two issue statements: that community colleges are well-represented in their state legislatures and that strong statewide coordination is a necessary element of a state community college structure.

On the other hand, elected trustees were more likely than appointed trustees to disagree with the following statements: that community colleges should emphasize vocational training more than general education, and that trustees should be appointed or elected on the basis of their ability to represent constituent groups.

Responses to two financial issue statements also varied between appointed and elected trustees. Generally speaking, both groups of trustees disagreed with the statement that state legislatures should be completely responsible for funding community colleges, but elected trustees disagreed more strongly than appointed trustees with this statement. Both groups agreed that community colleges should be financed by a combination of state and local funds, but elected trustees supported this position more strongly than appointed trustees.

It should be noted that attitudinal differences between appointed and elected board members were not found for four issues on which the entire group of trustees had widely divergent opinions: open admission policies, the community college role in providing developmental education services to adults, public support of the college CEO, and the effects of sunshine laws on board functioning.

Relationships between Trustee Characteristics and Attitudes

Additional statistical procedures (correlations and regression analyses) were used to determine whether trustee and college characteristics had influenced trustee attitudes. Eight college and board issues were selected for multivariate analysis (e.g., open admission policies, public support of the college CEO, board role in selecting college employees, and college role in developmental education). Fifteen college and trustee characteristics that were potential predictors of trustee attitudes were identified (e.g., college size and budget condition, trustee age, gender, ethnicity, annual income, educational level, political preference, and degree of political ambition).

Regression analysis determined that only a small amount of variance in trustee attitudes could be associated with certain trustee and college characteristics. For example, whether a trustee was appointed or elected influenced responses to three issue statements, and the political preferences of trustees influenced their responses to two issue statements. College size, how long a trustee had been on the board, and the trustee-CEO working relationship also effected responses to individual issue statements. However, all of the characteristics studied, taken singly or together, could not account for more than about ten percent of the variance in a trustee's attitude toward a particular issue.

While the current study did not attempt to measure attitudes on every issue that could have discriminated between different subgroups of college trustees, a general pattern was apparent. Trustee characteristics, in terms of factors such as age, gender, ethnicity, income, and level of education, had a very limited effect on trustee attitudes about issues covered in the study.

Next: The third article in this series will focus on factors that do influence trustee attitudes and ways that board members and CEOs can work together to develop effective partnerships.

Dealing With the ANA: A Campaign to Preserve the A.D.N. Degree

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During their development, many of the Illinois public community colleges grew in stature through the recognition of their nursing programs. In March, 1961, a bill was introduced in the Illinois legislature to allow "junior colleges" to offer a two-year associate degree in nursing. At the time, Illinois junior colleges were identified both as institutions of higher education and as part of the common school system. The National League for Nursing rules required candidates for the Board of Nursing Examinations to complete two years of "college-level" nursing courses before taking the R.N. licensure exam. When Attorney General of Illinois, William G. Clark, ruled in April, 1961, that a junior college was not a part of higher education, junior college nursing programs temporarily lost validity. Although universities like the University of Illinois accepted junior college transfer credits, the Attorney General ruled that the junior college was only a "super high school."[1]

The Attorney General's opinion spawned a wave of opposition. At the urging of members of the Illinois Association of Junior Colleges (a forerunner of today's Illinois Community College Trustees Association), politicians teamed with educators to persuade the new State Superintendent of Public Instruction, Ray Page, to argue the case for the Associate of Arts Degree in Nursing. Page presented twelve arguments for the degree to the Attorney General and Clark responded by reversing his opinion.

The reversal, Clark said, was based on the following observations: "(1) The Illinois Board of Higher Education considered the junior colleges part of higher education; (2) the University of Illinois and other state universities considered junior college students as college transfers, not as high school students; (3) The National Defense Education Act excluded the junior college from its secondary education benefits; and (4) The associate degree in nursing was a degree already known and respected in...California, Texas, New York, and Florida."[2] Clark ruled the junior college "in all material respects the equivalent of the first two years of the traditional four year college." The ruling led to HB 1710 and SB 1101 which were signed into law as the "Junior College Act" on July 15, 1965.[3]

Given the fact that the "collegiate" status of community colleges was confirmed through the recognition of their A.D.N. programs, it is not surprising that a 1986-87 attack on the A.D.N. was resisted mightily by Illinois community college advocates.

Beginning in early 1986, the Illinois Nurses Association (INA), the state-level arm of the American Nurses' Association (ANA), held forums around Illinois to explain a "proposal to standardize nursing education."

Traditionally, registered nurses have entered the profession in one of three ways: (1) Through passing a test after completing a baccalaureate course of study; (2) Through passing the same test after completing an A.D.N. degree; and (3) Through passing the same test after completing a hospital-based "diploma" school of nursing course of study. INA proposed that after 1994, a B.S.N. degree would be required for entrance into professional registered nursing.

INA proposed that all RNs and LPNs licensed through 1994 would retain their status. Grandfathered LPNs who completed a pharmacology course would receive an "associate's" degree.

Throughout the 1987 Spring Session of the Eighty-Fifth General Assembly, INA pressed for adoption of a bill (HB 2259) which would have eliminated the A.D.N. as a means of entry into registered nursing. They received strong support from legislators who had personal connections (through family members) to the B.S.N. movement. However, INA's campaign failed when on May 8, 1987, their bill was shelved. On June 29, 1987, as the legislative session was closing, INA officials wrote a memo to the members of the General Assembly agreeing that "during this Legislative Session (which was to adjourn on June 30), INA will not pursue the educational requirements in the original proposal to require the completion of a four year Baccalaureate degree program for entrance into the profession of nursing as an R.N."

During the summer, legislators continued to meet informally with representatives of both sides of the nursing education issue with the hope of reaching a compromise on a replacement for the Nursing Education Act which would expire on December 31, 1987.

INA had considerable organized support for its efforts. Throughout the 1987 Legislative Session, INA representatives were visible in the Illinois Capitol. Rumors of $150,000 of ANA funding for INA efforts were common. In March, the National League for Nursing announced general approval of proposals to bar associate degree holders from admission to the practice of "registered professional" nursing.[4] The proposals also gained the support of the American Association of Colleges of Nursing, the American Nurses' Association and the American Organization of Nurse Executives. Twenty-eight nursing organizations from the Association of Critical Care Nurses to the Association for Practitioners of Infection Control supported INA's drive to make the B.S.N. a requirement for entry into registered nursing. Clearly, ANA had targeted Illinois for change in 1987. "If entry change flies in Illinois, we expect the rest of the states to follow," Cathy Holingren of the INA had said of an ANA-NLN proposal for two levels of registered nursing.[5] Because of its traditional ties to NLN, AACJC struggled for a while to produce a clear condemnation of an ANA-NLN proposal for two levels of registered nursing.

Given all the support that INA and ANA enjoyed in Illinois, what stopped them in 1987? The answer is effective lobbying. Outspent and outmanned by INA professional lobbyists, opponents of the INA proposal took another tack. They formed a "Coalition to Preserve the Current Nurse Practice Act" and stuck to the facts in their dialogue with legislators. The Coalition was buoyed by a Governor's staff report that found "no justification for the State to require a more costly and time-consuming educational degree."[6]

Continuously challenged to provide justification for their proposal, INA argued first that "the quicker and sicker reality of increased patient acuity and earlier discharges requires a higher level of nursing care."[7] However, INA would not establish the missing premise, namely that the B.S.N. prepares students to render more effective care to the acutely ill patient. In fact, in nursing examinations the clinical skills of A.D.N. nurses compare favorably with the skills of B.S.N. nurses.[8]

Second, ANA argued that unspecified future changes would require more B.S.N. nurses and fewer A.D.N. nurses. Occasionally, ANA advocates quoted the "Report on Nursing: Fifth Report to the President and Congress On the Status of Health Personnel in the United States." Unfortunately for ANA, according to the report "the emerging and evolving health care settings are at this

point only beginning to evidence themselves...; therefore estimates of the future requirements for nurses...cannot be fully taken into account...The question of the balance between supply and requirements remains to some extent unanswered."[9]

Finally, INA argued that employers deserve to have levels of nursing education "clarified" so that they can hire the nurse whose skills will suit the job. Yet INA did not demonstrate which job skills are produced by the B.S.N. curriculum but not by the A.D.N. curriculum. In fact, the *Institute of Medicine Report on Nursing and Nursing Education of 1983* noted:

> As with most other kinds of post-secondary education, there is little empirical evidence of the performance differences of the graduates of these different nursing education programs..."[10]

Throughout 1987, INA's efforts to restrict entry into registered nursing to B.S.N. graduates were resisted by the Coalition to Preserve the Current Nurse Practice Act, a committee representing over twenty organizations.

Although community college trustees and presidents were instrumental in forming and supporting the Coalition, most of the advocates selected to speak for the Coalition were nurses. Although trustees and presidents did not relish losing the programs which had contributed to the collegiate status of their institutions, they realized that the Legislature and the public were more concerned about the public health than the status of the colleges. In the mind of the public, nurses (more than presidents or trustees) understand and protect the public health. Therefore, A.D.N. nurses were used as the Coalition's public spokespersons whenever possible.

The Coalition decided early to fight for one license and one title. Members agreed that the R.N. title should be available to any A.D.N. or diploma nursing school graduate who passed the registered nurse licensure examination. Coalition members systematically contacted Illinois nurses and asked for their support. Despite INA's offer to grandfather current R.N.s, support for the Coalition's position was overwhelming. Current diploma and A.D.N. nurses were eager to defend the adequacy of their preparation, and they adopted slogans such as "You can't argue with success!" The Coalition received very strong support from the Black Nurses Association. Most minorities who have sought nursing careers in Illinois have prepared themselves through A.D.N. and diploma schools of nursing. The Black Nurses Association saw little hope for large enrollments of minorities in more expensive, longer B.S.N. programs.

The attention of a majority of Illinois' legislators was captured by the three unanswered questions which Coalition nurses repeatedly raised. What are the *needs* for the proposed change? What would its *costs* be? Finally, what *benefits* would be produced?

In law and in lobbying, questions should not be asked unless the questioner already knows the answers. Both the lawmakers and the Coalition members knew that INA and ANA had responses but no satisfactory answers. INA and ANA uttered responses in the belief that "change" and "upgrades" would be perceived as progressive and desirable. For a few legislators, especially those whose families contained alumnae and advocates of the B.S.N. nursing curriculum, INA's campaign held some appeal. The President of the Senate spoke in favor of the proposal citing his daughter's enrollment in Vanderbilt University's School of Nursing. Even as he spoke, however, the majority of senators realized that not every future R.N. required or could afford Vanderbilt. The cost of INA's and ANA's proposal worried legislators. According to Roger Van Winkle, President of Massachusetts Bay Community College, the cost of INA's proposal to the nation would be $1,997,962,200 by the year

2000[11]. Consistently, the Illinois Senate voted to maintain the current level of entry to professional nursing.

The battle is now nearly finished. On November 6, 1987, the 85th Illinois General Assembly voted to adopt a Nurse Practice Act that preserves the A.D.N. as a degree for entry into professional, registered nursing. Through a painstaking process of collaboration and lobbying, the Coalition achieved its goal of "one license, one title."

Footnotes

[1]*Illinois Attorney General's Opinions for the Year 1961*, Springfield: State of Illinois, 1962, pp. 66, 68-69.

[2]*Illinois Attorney General's Opinions for the Year 1963*, Springfield: State of Illinois, 1964, pp. 151-154.

[3]Thomas L. Hardin, "The University of Illinois and the Community-Junior College Movement, 1901-1965," *Illinois Historical Journal*, Vol. 79, No. 2, Summer, 1986.

[4]March 18, 1987, letter to "Dear Colleague" from Jacquelyn S. Kinder, NLN President.

[5]*American Journal of Nursing*, February, 1987, p. 244.

[6]See Footnote No. 5.

[7]February 3, 1987, memo from INA.

[8]Twyla Wallace, "Facts and Fallacies: Proposed Changes for Education, Licensure and Practice of Nurses," Seattle: FANEL, 1986, p. 2.

[9]Rockville, MD: U.S. Department of Health and Human Services, March, 1986, pp. 10-68.

[10]Quoted in Ted Tilton's "Address to the Ohio Chapter of OAADN," June 5, 1987. Tilton is Provost at the College of DuPage, IL.

[11]Roger A. Van Winkle, "The Economic Implications of the American Nursing Association Proposal on Entry Into Practice," *ACCT Trustee Quarterly*, Washington, DC, Vol. 11, No. 4, Fall, 1987, p. 6.

Assessing and Enhancing Your College's Image in the Community

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There is something about the word "consultant" that chills the blood of a board member. Perhaps the exaggerated horror stories and the ballooned fees are the reason.

When the Board of Directors of the Northern Virginia Community College Educational Foundation, Inc., first discussed hiring a consultant to do a study for a proposed capital campaign, our blood ran cold too. I have had the privilege of meeting and serving on panels with several consultants, and they all seemed harmless. That is, until we talked about hiring one.

Despite our fears we resolved to hire a professional to do a feasibility study. We interviewed several firms and chose the company that best met our needs.

Once you have selected your consultant, the real work begins. You will only get from your counsel what you are willing to invest. Consultants are not cheap, so you should set your own agenda once they are hired.

First, what do you expect the consultant to accomplish? Are you hiring him for fund raising, public relations, or management purposes—or a combination?

Second, be open to criticism that may come out during the consultant's study or report. Try not to be overly sensitive to the shortcomings the consultant's work may reveal. This is difficult, particularly when, as a board member, you have helped to mold the institution.

Be patient and trusting once you establish your relationship with a consultant, rely on his professional experience in the field. After all, isn't that why you hired him?

Some processes are far more complicated than you might expect, so don't rush the job.

Well, now you've hired a consultant, you've outlined your expectations to him, and you are ready to listen to his advice.

The Results: The report comes back to your Board and is distributed for review and comments. You arrive at the Board Room a little early for the meeting and catch bits of conversation from the distant corners of the room. The three trustees huddled by the beverage table don't sound happy. You begin to wonder if it was all a mistake. The meeting is called to order and the discussion about the study begins.

> "It's the same old thing; I could have written that report."
>
> "We know we've got a great reputation; they must have talked to the wrong people."

Your sense of objectivity is particularly important here. When a consultant begins to look at your institution he does it without prejudice. In most cases he has had no prior experience with your institution so his perspective should be fresh. He takes a good look at what you're doing and evaluates it based on your goals. If you are looking for recommendations to improve your visibility,

for example, he may look at your community service programming and discover that your senior citizens program is disturbing more people than it is satisfying. As a consultant, his job is to recommend a way to remedy the problem. As a board member, your job is to look beyond your personal feelings about the program and openly consider the recommendations.

These "surprises" are necessary. They provide an objective framework in which we can take a second look at ourselves. What about "the same old thing?" Pat yourself on the back. The indication of how well you know the college you represent and the constituents it serves is how much of the study or report you can honestly say you knew before.

Remember, this is not a process that only concerns the internal mechanisms of the college, but one that involves the cooperation of individuals and businesses in your area. How they perceive you is as important as how you perceive the institution. The goal is to have all perceptions the same.

When the Foundation Board reviewed the feasibility study, we found a few surprises, standard comments and facts we all knew, and a few things WE ALL KNEW BUT WOULD NEVER MENTION. (Another plus to hiring a consultant.)

We were surprised to hear that our intended fund-raising goal was too high for the market we were soliciting. In addition, we were surprised to find our image needed some work. While most people recognized the name Northern Virginia Community College, or our nickname NOVA, few people could tell us what types of programs or services we offered. "NOVA is not a topic that comes up in cocktail conversation," said one interviewee. Another interviewee likened us to a hospital, because we were around when needed and simply part of the skyline otherwise. Lastly, the opinion "People and our society do not value tech level education and workers as much as the four-year and advanced degree management levels, even though the skilled people are essential and our local economy has severe shortages in that area." I find this most interesting, being in the heating and air conditioning industry myself. I know of no one who receives a more cordial welcome on arrival than our technician. At that point in time, they are the most respected of all professionals.

It was too easy at this point for some board members to say that the problem was not the College image, but the people who were interviewed. The fact was we interviewed wealthy individuals in Northern Virginia, our audience, our future prospects. If these people didn't know who we were, they wouldn't make a commitment to the capital campaign. When we came to understand this as a Board we were much more open to the recommendations from the consultant.

To me, the recommendations are the most exciting part of a consultant's work, because no matter how disappointed you may be by the findings, the recommendations give you a course of action.

The most important recommendation our consultant made was to increase the visibility of the College and the Foundation. I'd like to share some of the actions we have taken to do this. I think they can be helpful in general public relations programming.

• The College, Foundation and Alumni Federation have teamed up to publish a four-color magazine for distribution throughout Northern Virginia.

• A community relations committee has been established as part of the capital campaign effort to bring professionals from 25 industries to campus for information-packed breakfasts and luncheons.

• A comprehensive use survey will be conducted by business leaders to document the need for the community and cultural arts centers we are planning to build.

Prior to the discussions regarding the hiring of a fund-raising consultant, the College conducted an extensive study of its marketing efforts. Using telephone survey enrollment and media data, the Marketing Review Committee prepared a comprehensive assessment of marketing activities, and made recommendations as appropriate.

Because consultants are expensive, an in-house review team is essential to the continued emphasis of improving institutional image throughout all divisions of the College.

If you do not have an internal mechanism for assessing your marketing efforts, perhaps a consultant can help you get started.

The word "consultant" doesn't turn my blood cold any more. I recognize consultants to be objective sounding boards who are interested in seeing each client meet his/her goals. In addition, when speaking specifically about fund raising, they offer a sense of credibility to any campaign.

Good luck to you all!

Community Colleges: A Supporter of Farming and Rural Communities

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Rural community colleges have been and will be called upon to provide personal and professional support to the agriculture industry and agriculture communities in the future, and it will be an on-going effort. Community colleges in the past have not been large service providers to the agriculture community because there was not a perceived need by either the colleges or the agriculture community. Currently, rural community colleges offer a wide and varied spectrum of personal and professional programs and services to assist the farming community and rural businesses.

Community colleges will be called upon not only to assist those farmers that are in distress, but to assist those that are economically healthy to stay healthy, and to provide economic development assistance to our rural communities. The health of rural communities is intimately tied to the health of the agriculture industry. Assistance to the agriculture community is currently provided by many organizations and providers must coordinate their efforts to insure non-duplication and program efficiency.

A Historical Perspective

To say that the farming industry has undergone change in the past 100 years would be a gross understatement: there are vastly fewer farmers that produce a fantastic amount of product; farming has changed from a labor intensive industry to a capital intensive industry; the industry is now dependent on the global economy and on federal government agriculture support programs. The change and the rate of change experienced by the agriculture industry is the same as that experienced by society in general.

Since the late 1800's the number of farmers has declined from over six million to 2.2 million in 1987. In the 1800's, farming accounted for 80% of the Gross National Product, and it now accounts for 2% of the Gross National Product. In the 1800's, 75% of the labor force worked on farms and now farming employs 2% of the labor force. Although total acreage has remained stable—in 1930 the total farming acreage was one billion and it is one billion today—the size of farms has increased dramatically.

It is estimated by the USDA that of the 1.6 million farmers that have a farming income of less than $40,000, the majority of them derive a major portion of their income from non-farm employment. The perception of a rural, single family living on the land and farming their land for a livelihood is, to a large degree, a myth.

Farming today is not only concerned with the cost of labor, it is concerned with the cost of inputs such as seed, fertilizers, insect and weed control products, equipment /capital investments, land costs, the cost of money, the export market, federal programs, and the global economy and inflation. It is no longer a simple industry. It is an important and integral part of the U.S. economy.

Although the farm sector alone only accounts for 2% of our Gross National Product, it is indirectly responsible for a total of 18% of our Gross National Product. Supplies to the

farming industry account for 2% of the GNP and 2.0 million jobs. Downstream users of farm products account for 14% of the GNP and 16.6 million jobs. Hence, a total of 21.3 million jobs and $648 billion of Gross National Product are directly attributable to our farms. Herein lies the reason why so much effort is devoted to the farming industry by the U.S. Congress and state legislators. Small changes in the health of the U.S. farming industry influence a major portion of the U.S. economy. In this case, it is the tail that wags the dog.

Throughout the 1960's and especially the 1970's, farming experienced some of the best times ever. During the period of 1972-79, real income to farmers was the highest it had ever been. For six of those eight years, real net farm income was $35 billion and real farm assets grew by nearly 70 percent. The dollar was low, which created a large demand for exports, input costs were stable, and the domestic demand was high. From 1972 to 1979, land prices were bid up a whopping 235%; annual machinery and equipment purchases increased by 192%; farm debt increased by 181%, and interest rates increased from 6-7% to 20% by 1979-1980. This created a false impression that the good economic times were going to go on forever, and some old and many new farmers went into debt at high land values and high interest rates to either enlarge their current farm or to start farming. Unfortunately, the crash came with a recession in 1981, a dramatic decrease in exports because of the increased value of the dollar, and a serious and prolonged period of inflation.

The core of the agriculture indebtedness is now limited to approximately 330,000 farmers, or 15% of all farmers. These 330,000 farmers owe two-thirds of *all* farm operator debt. However, over one-half of the 330,000 farms at the core of agriculture's financial crises maintained a positive cash flow in 1985. Economic conditions for farmers have improved since 1984-1985, which was the peak of the foreclosure activity. This has come about because of reduced input costs associated with oil and land, lower interest rates, a more competitive dollar, stabilization of exports in volume and value, a fiscally conservative attitude by farmers, and most important, direct federal support to farmers. In 1983, direct government payments of $9.3 billion accounted for 28% of a net farm income of $33.3 billion and since the passage of the Food Security Act in 1985, direct government payments will reach $16 billion or 44% of a net farm income of $36 billion in 1987. The factors that created the farm crisis are now changing so that farmers are beginning to make a profit, and they are getting their financial house in order.

Although farming is coming out of its worst economic downturn in five decades—income is estimated to be $36 billion in 1987—conditions still exist that could again seriously jeopardize the economic health of the farming industry and rural communities that depend upon agriculture for their existence. It is critical to understand that farmers do not control the rate of inflation, interest rates, the cost of oil, the value of the dollar, or the price of a loaf of bread at the store. Also, it is predicted that there will still be an outflow of people from rural America through the year 2000. The U.S. Department of Labor in its June 25, 1987 *"Preview of the Economy of the Year 2000,"* predicts that the number of farm workers and farm operators and managers will decrease by 20% by the year 2000.

The great and growing dependency of the farming industry on Federal support programs and the inability of farming to control its economic destiny does not portend a stable future for the industry. This coupled with the absolute decrease in employment in the farming industry, indicates that both the agriculture industry and rural America are in for a stressful time. It is because of these conditions that rural community colleges must provide personal and professional assistance to the agriculture industry and the communities dependent upon the agriculture industry.

PROGRAM DESCRIPTIONS

Since 1984-85, Olney Central College has provided a number of services and programs for the agriculture industry and rural communities. The college also acts as a referral agency to other service providers to the agriculture community. All of the programs that Olney Central College has been directly or indirectly involved with are described in the following paragraphs.

Dislocated Farmers Program

Since June 1, 1986, Olney Central College has participated in a grant to assist dislocated farmers in East Central Illinois. One hundred sixty farmers have been helped by this program in acquiring new vocational skills since they are no longer in farming. The program has the following components: assessment, job search skills, vocational classroom training, on-the-job training, adult education, and job placement referrals.

The program is funded by the Job Training Partnership Act of the federal government. The Job Training Partnership Act is due to expire this year, but Congress is being asked to approve a JTPA program of $980 million which includes $20 million for retraining farmers in twenty states.

The Market Master Program

Olney Central College, in conjunction with the Illinois Farm Bureau has offered the Market Master Program to district farmers for the past two years. It is a thorough and comprehensive marketing program designed by the Illinois Farm Bureau for those farmers who want to learn more about grain and livestock marketing. The program provides skill acquisition in cash grains and livestock marketing, hedging in the cash and futures markets, and fundamental technical analysis.

This program has been in place for four years and served over 2,600 Illinois farm families. Sixty percent of those who have taken it say that they are better off financially, 70% say they have improved the marketing of their product, and 90% would recommend the program to their friends. It is a good program and the Illinois Farm Bureau is working with community colleges in six states to provide this course to farmers.

The Money Master Program

This financial planning program for farmers was developed by the Illinois Farm Bureau for delivery in the fall of 1987. The Money Master Program will aim to standardize the forms that are used to report and then analyze financial data as well as the analytical techniques and approaches used among farmers, agriculture lenders, farm managers, and educational institutions. Not only will the program assist farmers in financial planning, but it will have everyone—farmers, lenders, and farm managers—analyzing farm financial information in the same way.

The Money Master Program became available in late fall of 1987. It is being patterned after the Market Master Program, which has been extremely successful in assisting farmers.

Illinois State Agricultural Assistance Programs

This is a program created by Governor Thompson of Illinois. It has three components:

Legal Assistance for those farmers that earn at least 60% of their income from farming, have a debt/asset ratio greater than 50% and have a need for legal assistance.

Financial Management is provided by a program titled "Rural Route". Rural Route helps farm families prepare and analyze financial statements, set family and farm-business and family-budget management plans. The program is run by county extension agents, and they can only assist farmers

in adjoining counties and not in their own counties.

Stress Country Style is a statewide counseling program for farmers who are undergoing financial difficulties. The program provides counseling assistance to farmers and their families who are experiencing depression, alcohol and drug abuse, low self-esteem, and mental and family strife.

Office of Economic Development

Olney Central College has participated in rural economic development and revitalization since 1983. There are three components in our economic development program: Economic Development, a Small Business Development Center, and a Federal Procurement Assistance Center.

In Economic Development, we offer customized training to industry; supervisory skill training, basic literacy skills, assistance in developing grant applications, and support services to communities in their economic development efforts.

The Small Business Development Center offers one-to-one counseling; technical, financial and managerial planning; and seminars/workshops for operational and planned small businesses within our college district.

The Federal Procurement Assistance Center provides help to established businesses in obtaining federal contracts for goods and services.

ADAPT 1 & 2

Last year, *Successful Farming*, put on a conference in Des Moines, Iowa, in diversifying farm operations. It was well attended and a second conference ADAPT 2 was held on December 3-4 in Kansas City. Highland Community College in Illinois held an ADAPT 100 Plus conference last winter and over 100 local farmers attended this conference. It is a positive program and helps farmers to examine other income options besides the one or two cash crop economy. Olney Central College is planning to hold a similar workshop for our area this winter.

There are other service providers such as the Farmers Home Administration (FmHA) programs, Food Stamps for Farmers, and the numerous services offered by County Extension Agents.

Summary

An outgrowth of the financial farm crisis from 1983 to the present is that rural community colleges are providing many programs and services to farmers and agricultural communities. Due to the uncertainties of the global and national economies, it seems likely that the needs of farmers and rural communities will require on-going programs from rural community colleges. Because of the large number of service providers to the agricultural community, service providers should coordinate their efforts to insure non-duplication of programs, and to insure that the needs of farmers and rural communities are being met by service providers.

Although I have not discussed the social and psychological damage that has occurred in rural America, it is none the less real. The broken lives and families, the crushed dreams, and the hopelessness experienced by farmers, their families, and entire farming communities are being dealt with at a humanistic level through many of the programs described in this article. Rural community colleges can take pride in caring—caring about what happens to the people that we serve. There is a growing optimism now in rural America—things are getting better—and rural community colleges have played an important and critical role in this change. We will continue to do so!

Fund Raising For Two-Year Colleges*

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Two-year colleges must become increasingly active in fund raising in order to keep pace with inflation and reduced federal and state funding. A concerted effort must be made to cultivate new sources of revenue. This article will provide an overview of the special opportunities and problems facing two-year colleges as they venture into the arena of private fund raising.

America's two-year colleges have experienced phenomenal development and growth over the past two decades. Two-year colleges now represent more than one-third of the nation's postsecondary institutions and enroll 53 percent of all first-year college students (Bryant, 1982).

Diversity is a key word frequently used to characterize the two-year college. The two-year college enrolls a great mixture of students—in terms of age, race, economic and social background, and level of ability and interest. Its programming is generally wide ranging and certainly different than that of more conventional postsecondary educational institutions (Bryant, 1982).

Two-year colleges have developed in an era of national change. Now as America moves from the industrial to the information age, and finds herself groping with minimizing the effects of this change on her citizenry—the two-year college can rise triumphant—for it is limited only by the imagination of its staff, their motivation to innovate, and the financial and program support available from its top administration and governing board.

Two-year colleges are at the core of American living, located in predominantly rural areas and focusing usually on technical training that can be acquired in two years or less, though they also provide college parallel courses for the first two years of a baccalaureate degree.

The majority of two-year colleges are public: state and county financed. The service area is usually restricted to a specific geographical area: either city, county, public school districts, or tax districts. The governing body generally comes from the local community and mission and goals focus on community needs and interests.

How does the two-year college capitalize on this uniqueness and what particular problems face these American-bred institutions? Like other institutions, the two-year college has been hit hard by inflation. Up to now most two-year colleges have not tried to seek private funding. The two-year college is wakening to the realization it must increase its funding base. But, how does the two-year college seek new sources of revenue?

The very factors listed above which make the two-year college unique contribute also to the problems associated with fund raising for two-year colleges. For example, since service areas for two-year colleges are usually restricted to a specific geographical area, this restricts the number of sources from which two-year colleges can raise money. Another delimiting factor with regard to access to money is the populations

*This article is reprinted from "Public College and University Development," CASE, Washington, D.C., 1985.

served by two-year colleges. Two-year colleges have served a large number of minorities and low income populations who have not traditionally had access to large amounts of wealth. These individuals are usually first generation college-degree seekers.

The board structure is also unique in that it typically does not utilize individuals outside the service district of the college. Many of the individuals in local communities are self-made businessmen who may not have attended a postsecondary institution. These individuals generally take pride in participating in the economic development of their community by helping their local two-year college. The thinking of these individuals will likely be more provincial than would be the thinking of typical multinational corporate executives with a broad national or international perspective.

The challenge then, for two-year colleges, is to convince America the uniqueness and nature of two-year colleges can help solve the problems associated with the sweeping changes in our nation and two-year colleges can be the vehicle for bridging the ages.

Organizing for Fund Raising in Two-Year Colleges

The authors have often heard it said, two-year colleges are unique and different...and traditional ways to raise funds at a four-year college or university will not work in a two-year college setting. While this is not an accurate perception in its entirety, two-year colleges should be selective in the fund-raising methodology borrowed from the university setting.

However, if one looks at nonprofit community-based organizations, it is apparent they have a set of unique problems not at all unlike those of two-year colleges. The nonprofit community-based organization must demonstrate the need for assistance and make its needs known to the community through a variety of approaches; so must the two-year college.

It is the identification of need and marketing of identified need to prospective donors that is paramount to the success of fund raising. Because of their funding base, the difficulty of need identification for two-year colleges arises in selecting areas which augment state/county funding and which can be clearly justified for private support.

Historically, public supported two-year colleges have relied upon tax dollars, predominantly state and county with some federal dollars sprinkled in, to operate their entire programs. The two-year college president has spent his time with the state legislators or county commissioners marketing the college needs from a tax base standpoint. Because the financial tax base of county and state governments has been eroded by inflation, the ability to generate tax dollars for a myriad of services has been attacked through various politically motivated efforts, such as "Proposition 13" in California.

The two-year college president must begin to spread his time between the tax-base activities and private fund-raising activities. Two-year colleges must get on with friend raising (marketing) and fund raising in their designated service districts in order to compensate for the erosion of the tax dollar and to obtain the means by which to continue the quality of educational services currently provided to their communities. It is time to let the best kept secret in education out of the bag...the story of two-year colleges, what they can do for our nation...and what they need for survival.

The public two-year college fund-raising effort must overcome the concept that public supported institutions do not need private dollars since taxpayers are already providing the financial support for their programs. This myth has been used by individuals, corporations, and private foun-

dations in the past as an excuse for not providing financial assistance.

In reality, two-year colleges are no different than four-year colleges and universities in their need for funds to provide more than the minimum effort towards quality education. Many times state legislators provide categorical support thus restricting expenditures. The case statement must exploit and market the concept that public support is restricted funding for a minimum level of financial support.

The case statement needs to be developed from a feasibility study in which the two-year college has involved the community. It may be necessary for a two-year college to commission a private consultant firm to conduct a feasibility study to determine the potential giving level and perceptions of the community it serves. The top administration and governing board must exercise caution in selecting needs and objectives for which funds can be raised from the private sector and to clearly articulate these needs to its constituent groups.

As stated earlier, two-year colleges and nonprofit organizations share fund-raising problems that are similar—thus the methodology set forth in Niel Pendleton's book, *Fund Raising: A Guide for Nonprofit Organizations*, works equally well for two-year colleges. Pendleton describes in detail 16 basic steps for a major fund-raising campaign. The steps are capsuled for your review as follows:

Step 1 —The Feasibility Study
Step 2 —Establishing a Campaign Budget
Step 3 —Preparing a Calendar of Events
Step 4 —Preparing the Case Statement
Step 5 —Setting a Financial Goal
Step 6 —Compiling Prospect Lists
Step 7 —Correcting the Prospect Lists
Step 8 —Rating the Prospects
Step 9 —Cultivating the Prospective Donor
Step 10—Determining the Number and Size of the Volunteer Organization
Step 11—Recruiting Top Quality Volunteers
Step 12—Training the Volunteers and Preparing the Materials
Step 13—Asking the Prospect for a Gift
Step 14—Thanking the Donor
Step 15—Collecting the Pledges
Step 16—Recordkeeping and Making the Final Report

In addition to assistance in establishing college foundations and planning fund-raising campaigns found in Pendleton's and other books of this nature, two-year colleges often find it advantageous to employ a professional fund-raising counsel. The counsel has the ability to raise questions and make observations that can be received differently by the top administration and governing board from an external source than would be from an internal source. This asset is really more valuable than the specific fund-raising knowledge provided by the counsel.

Establishing the Two-Year College Development Office for Private Fund Raising

The latest statistics on fund raising in higher education show only 1.4 percent of the total dollars raised went to two-year colleges. One only has to analyze the manpower effort put forth by two-year colleges in seeking private support for their institutions to understand the why of these statistics.

The two-year college movement as a whole must develop more sophisticated staffing and reporting systems, if the national percentage of private giving to two-year colleges is to rise beyond the 1.4 percent.

At the current time, few staffing patterns at two-year colleges reflect the level of maturation reflected in the staffing patterns of universities. For example, it is not unusual for two-year colleges to assign the function of fund raising to a staff person who may have as many as three other primary responsibilities. Two-year colleges could raise significant private dollars if full-time staff were devoted to such areas as annual giving, corporate giving, and planned giving.

In many cases two-year colleges have lived on such tight budgets that the axiom "It takes money to make money" or "You have to spend money to make money" is very difficult to support. They are more apt to say, "A bird in the hand is worth two in the bush." Leadership must dare to venture if their institutions are to be successful in their quest for new revenues.

If the college, at the present time, cannot fund a full time professional fund raising position, a part time position utilizing a retired executive or donor who was responsible for conducting United Way Campaigns at the policy level is another approach for getting started. This type of individual is also very valuable on the foundation board of directors.

Two-year colleges should begin their fund-raising efforts through a series of "friend" and fund-raising activities designed to sell or market the purpose and mission of the college to its potential donors. These activities are usually spread over a period of two to four years, during which time needs surveys and feasibility studies are conducted. The college must make a conscious decision to finance these initial phases of fund raising, as well as the internal operation.

The internal operation must have funding for staff salaries, current expenses, capital outlay items, and contract services. Contract services would cover such items as feasibility studies, development of a case document, and brochures. Capital outlay would include office equipment such as typewriters, word processing units, and computerized record-keeping systems.

There are essential tools for any trade. Attention to sophistication of operation not only places the institution in a better position to attract and report private giving, it frees the professional staff to concentrate on people activities with volunteers and prospects.

Selecting and Training the Two-Year College Foundation Board

The selection and training of the two-year college foundation board member is critical and must not be taken lightly. The sphere of influence these members have will be the key to the scope of fund-raising activities that can be successfully undertaken at the two-year college.

Board members must have vision, feel they are a part of the decision making process, be asked to contribute their talents in an area in which they feel confident, and be opinion makers who are respected in the community. The board is not expected to do all the thinking for the two-year college foundation; however, the board must assume responsibility for the final decisions and results (Connors, 1980).

The two-year college foundation board must possess the following characteristics (AGB, 1974):

Diversity. The board as a whole contains differences in talents, skills, experience, interest, and social background.

Structure. The board is organized in such a way that individuals and committees assume a proper, active role in its function.

Member Involvement. Members demonstrate a high degree of interest in their roles and responsibilities and are genuinely concerned about the public two-year college's problems.

Knowledge. Members are well informed about the goals and mission of the public two-year college and the college foundation.

Rapport. Members of the board have mutual respect for each other regardless of differences of opinion, and maintain a productive working relationship with each other.

Sensitivity. The board is representative of, and sensitive to, different constituencies and viewpoints.

Sense of Priorities. Board members are concerned with important and long-range issues, not trivial matters.

Direction. The president of the foundation is respected, and is strong and skilled in making certain various points of view are expressed in reaching satisfactory decisions.

Strength. The board is sufficiently strong to achieve effective policy decisions.

Financial Support. The board contains a reasonable number of members (15-21) who contribute and personally solicit contributions for the two-year college foundation.

Accomplishment. The board has a genuine sense of progress and achievement, and members gain satisfaction from serving on the two-year college foundation board.

In addition to functioning well together as a board, there must also be a productive working relationship between the two-year college foundation professional staff member and the foundation board members. Beyond that there must be an understanding between the college board and the foundation board as to the role of each in the development and operation of the college. It is essential these relationships be developed and fully understood by the college administration and both boards.

Identifying Prospective Donors to Two-Year Colleges

"We are a small rural two-year college with a limited staff, no one in our district is a millionaire." This is a familiar sounding complaint, or excuse, often heard in two-year college circles. Remember the biblical verse...Ask and you shall receive?

Well, ask. But who to ask, you say? Or, how does one begin to prospect if alumni are not significant, or if there are no records of alumni addresses on file? Begin a list which may include the following:

Advisory Committee Members. Each two-year college usually has local program advisory committees made up of individuals who give their time and talent to particular college programs. Large urban two-year colleges have as many as 400-500 people serving on these advisory committees.

Vendors. The business office has a list of names and addresses of companies who provide services to the college. The main advantage with a vendor list—the vendor is familiar with the college and is already getting something valuable because it's there.

Large Landowners. Who are the ten largest landowners in the college's service area? They may be potential donors for planned giving.

Faculty/Staff. Who knows more or would have more reason to believe in the activities of the college than its faculty and staff? Besides how does one ask someone else to contribute to something not supported by those extending the services? Establish payroll deduction or some other form of systematic annual contribution plan that makes it easy to contribute.

Local Corporations. Which corporations benefit the most from your training programs? These organizations should be put on the prospect list and contacted face-to-face as soon as possible.

Board Members. Remember the three G's of fund raising: give, get, or get off. A productive method to start from is to have each board member identify five people who could give $500 and two people who could give $1,000. Establish a time-frame for board

members to make their personal visits and ask for the sale. Board members should be encouraged to provide the lead gifts for any campaign for the same reasons as your faculty and staff.

Civic Clubs, Social Organizations. Begin identifying local civic clubs and social organizations that have potential for providing financial support to the college. Many faculty and staff are members and officers of these organizations, and if requested, may assist in channeling funds for scholarships or program support. Once again, it is important to have a vehicle by which to accept the gift and a marketing program to promote the concept.

Friend and Fund Raising Activities

By now you are versed in theory, have your systems ready, have done your prospecting, and are looking for ways to make all of this work for you. So, how do you get your feet wet? Here are some of the things other two-year colleges are doing.

Property Acquisition. Because of legislative restrictions, some public two-year college foundations have purchased property and have leased the facilities back to the college. The profits generated are then used to support various college programs. Additionally, some college foundations own dorms and manage housing space for students. Rogers College Foundation in Claremore, Oklahoma, owns a golf course ...Brevard Community College in Cocoa, Florida, owns a guest house on campus.

Equipment Purchases. There are some federally financed programs which do not allow the purchase of equipment, or if the equipment is purchased, the ownership resides with the federal agency. Some college foundations have purchased the equipment and leased the equipment to the college at a commercial rental rate. When the program is terminated, the foundation can either donate the equipment to the college or sell the equipment on the open market. The profit would then be placed in the foundation's general account.

Student Contribution Projects. Students in the construction trades program have built houses from donated materials that have been auctioned by the foundation to the highest bidder. There are many projects which can be sold or auctioned for the benefit of student scholarships.

Special Dinner Events. Two-year colleges have access to many performing groups or celebrities who will donate their talents for the benefit of the college. Special dinners have been held during the Christmas Season, Valentine's Day, Fourth of July, Labor Day, for the purpose of fund raising. Depending on the event and the community, two-year colleges have charged as much as $100 per couple to attend a Madrigal Dinner, Valentine's Sweetheart Dinner, Tom Jones Feast, Halloween Costume Party, or some other unique theme dinner. These events become a featured event and can be scheduled annually or bi-annually.

Participant Events. Spelling and math tournaments, foreign language events, bingo games, auctions, dominoes tournaments, tennis and golf events, rodeos, and other activities that attract or award participants have had tremendous success at two-year colleges throughout the country.

Materials as Gifts. The two-year college with program advisory committee members has a way of identifying sources of equipment and materials needed to augment and supplement the instructional programs. You will need to establish a system to recognize the donors and to value the contributions in order to entice other individuals and corporations to consider similar contributions.

Alumni of the Year. The two-year college alumni program can be promoted through establishing an Alumni of the Year Award and marketing this award during the gradua-

tion activities. This will assist the foundation in gaining visibility before the graduates, parents, and friends of the college.

Enough to tweak your interest? You can contact the national professional organizations such as the National Council for Resource Development, an affiliate of the American Association of Community and Junior Colleges (AACJC), and the Council for Advancement and Support of Education (CASE) for projects other two-year colleges have tried and found successful.

Legislative Activities—
Assuming Leadership

Foundation and college board members, as well as professional staff members must stay on the cutting edge of legislation affecting higher education and must take an active part in generating legislation and in lobbying for its passage. An example of generating legislation may be found in a law in the State of Florida, enacted in 1983, which represents a landmark decision for two-year colleges.

The bill was developed by the Florida Council for Resource Development for the purpose of spurring on the legislature to appropriate tax dollars to match private dollars raised by Florida's public two-year colleges. The principle points of this monumental act are:

• $1,000,000 was appropriated for a Florida Academic Trust Fund for Community Colleges.

• For each $6 raised from private sources, the Trust will match with $4, a 60/40 split; e.g., if a college wanted to receive $25,000 from the Trust, the college would need to raise $37,500 in private money for a combined total of $62,500. (First of all however, a college must determine its average annual cash donations for the three years prior to July 1, of each year, and raise that amount first *before* becoming eligible to access the Trust matching program).

• Each college is reserved the opportunity to match at least $25,000.

• Funds in the Trust which are unmatched by March 1, of each year, shall become available for matching by any other college.

• No single college may "draw down" more than $100,000 during a fiscal year. And, no single college may "draw down" more than $100,000 of any excess funds after March 1, 1984.

• To be eligible a college must raise a minimum of $10,000 from private sources and;

• Such contributions shall be in excess of the total average annual cash contributions made to the Foundation at each college in the three fiscal years prior to July 1, 1983.

• After the initial $10,000 is matched, further matching may be done in increments of $5,000 (up to the $100,000 ceiling).

• Each college must establish its own Academic Improvement Trust Fund as a depository.

• The Foundation at each college shall be responsible for maintenance, investment, and administering the Trust Fund.

• The Board of Trustees at each college shall be responsible for determining the uses for the proceeds of the Trust Fund.

• Rules for administering the Trust Fund at State level are to be developed by the State Board of Education.

• Proposals for use of the Trust Fund shall be submitted to the State Community College Coordinating Board for approval.

The spark plugs for this legislation were Florida Council for Resource Development President, Edward Gross, also Director of Development at Valencia Community Col-

lege in Orlando, Florida, and David Flagg, also in development, at Santa Fe Community College in Gainesville, Florida.

The Council was told it couldn't be done—the Legislature would never go for it—but the bill passed. The Legislature had also awakened to the realization it could not provide the level of support needed to its public two-year colleges and through this legislation encouraged and supported the efforts of these colleges to broaden their financial base through private fund raising.

There is much that can be accomplished through the legislature, but public two-year college leadership must develop the vision to generate the bills and the perseverance to market, sell, lobby, and make it happen.

National Level Leadership for Two-Year Colleges

There is also much to be accomplished at the national level for two-year colleges. Since two-year colleges are a new phenomena in postsecondary education, most of the nation's policy and opinion makers are unfamiliar with the mission and goals of two-year colleges. These individuals graduated from universities and tend to think and make their money available to universities. For this reason two-year colleges have had little access to corporate and foundation grants.

The two-year college leadership at the national level must build a case for giving which can effectively change corporate and private foundation policies with regard to two-year colleges. This is a national level problem which cannot be instituted at the local level by a two-year college and funding percentages will not substantially change and increase in comparison to the four-year colleges and research universities until these policies do change.

Two-year college training programs have increased the quality of employee skills available to major corporations which in turn increases their profits and ability to compete in the marketplace, yet the Kresge Foundation does not provide grants in two-year colleges, the Arthur Vining Davis Foundation does not give to public institutions, the matching gift opportunities from some corporations apply only to four-year colleges and universities.

National corporations and foundations must be made to understand that because of the nature of the two-year college training programs, the two-year college is a resource they cannot afford to let deteriorate. They must understand the two-year college can be a major force in putting America back to work.

Two year colleges can help on the national level by furnishing examples of innovative programs, through visits to their local corporate branch offices and by involving these lower level corporate managers in their two-year advisory councils for program development. The two-year college must provide the national level with more information on breakthroughs in private giving so when corporations and foundations look to find evidence two-year colleges are making an impact on securing other corporate and foundation donations, the facts and figures are available.

Two-year colleges need to adopt the standardized CASE/NACUBO accounting system as a national standard for two-year colleges. Less than 100 two-year colleges have completed the CFAE report which is the standardized reporting format for fund raising in higher education. If the national level is to be effective, the two-year college must assume the responsibility for providing the information needed.

Summary

In summary, this article was prepared not so much to tell two-year colleges how to fund raise, but to focus attention on some of the

issues, problems, and special opportunities facing these institutions as they seek private funds.

We have discussed the level of financial and organizational commitment that must be present from the two-year college president and governing board, the importance of adequate staffing, and the care and attention that must go into selecting and training the foundation board. We have shared some ideas on prospecting and fund raising, and have urged two-year colleges to assume leadership for legislation affecting higher education.

On the national level we have talked about the lack of experience and understanding of two-year colleges by our national policy makers because of the newness of the two-year system, the need for leadership in changing policies of corporations and foundations affecting private giving to include two-year colleges, and the needs for standardization of reporting private giving by two-year colleges in order to mesh with the rest of higher education.

We have focused on some of the issues surrounding fund raising at the two-year college level: the importance of identifying and selecting areas for funding which augment state or county funding and which can be clearly justified for public support, the categorical restriction of legislated dollars, and the need to market the two-year college—to friend raise as well as to fund raise.

Whether two-year colleges flourish or die in the next decade will be determined by their ability to broaden their financial base, their vision in meeting national training priorities, and the extent to which policy makers can be educated as to the mission and capabilities of two-year colleges. As we asserted earlier, it is time to let the best kept secret in education out of the bag—the story of two-year colleges—what they can do for our country and what they need for survival.

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To UBIT or Not To UBIT: The Unrelated Business Income Tax Question

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William Shakespeare had something to say about most everything...one only needs to consult Bartlett's *Familiar Quotations* to prove that's so. As might be expected, there are no words of the Bard's concerning UBIT—the Unrelated Business Income Tax. Perhaps an apology is in order for a play upon one of the better known quotations from Shakespeare for the title of this piece. But, the Bard notwithstanding, we in higher education must face the issue squarely whether we are going to report, and more importantly, pay tax on our unrelated income.

It is interesting that while the Office of Advocacy of the Small Business Administration (the only federal government agency which has such an office) and small-business spokespersons are charging that non-profits are in unfair competition and not paying their fair share of taxes, the sins of the business community and government subsidization are forgotten or not mentioned.

A recent Associated Press release noted that the government is losing $1 billion a year from businesses because they don't report all their interest and dividend earnings. An article by James Evans in the October, 1987 issue of *California Business* reveals some interesting information surrounding Wedtech. According to Evans, shortly following a White House meeting, the SBA awarded Wedtech a contract in which the Army agreed to pay $27.7 million for engines. The SBA made the deal even sweeter with a $3.2 million grant and a $2 million loan. Evans reports that by March, 1986, the previously struggling Wedtech had secured $500 million in Pentagon contracts. The *California Business* article also discloses that in 1984 "An SBA regional administrator approved a slippery stock transfer that allowed Wedtech to retain its minority designation. The SBA official reportedly received 30,000 shares of Wedtech stock for his cooperation." One might ask, "fair competition??"

Since 1950, non-profits have been required to pay federal income taxes at the corporate rate on revenues derived from activities not related to their missions or covered by other exemptions. UBIT was enacted following the gift of a macaroni company to New York University. Fear existed among business leaders and Members of Congress that the University might develop "a macaroni monopoly" as a result of its tax-exempt status.

The recent tax reform law left the Unrelated Business Income Tax basically unchanged and very few changes have occurred in the law since enactment in 1950. UBIT is a standard corporate income tax levied against all non-profits if they earn more than $1,000 a year in unrelated business revenue. Tax-exempt organizations with annual gross receipts in excess of $25,000 are required to file an IRS Form 990. State institutions are an exception and do not have to file the informational report. The requirement to file therefore applies basically to the independent institutions of higher education. However, regardless of public or independent status, institutions having gross income of $1,000 or more from unrelated trade or business *must* file IRS Form 990-T and pay the appropriate tax.

The number of non-profit organizations has been increasing considerably. In 1969 there were about 400,000 such organizations and today it is estimated that the number is 866,000—and churches which are not required to file tax forms aren't included. The General Accounting Office of Congress has reported that about 300,000 organizations filed "informational" forms (Form 990) with the IRS in 1986, but less than 3% of them filed Form 990-T declaring unrelated business income. Of these, an even smaller number actually paid taxes.

What are the complaints of the Small Business Administration and the Business Coalition for Fair Competition? They are, of course, charging *unfair competition*. Non-profits pay no property taxes, receive reduced postal rates, and in many instances posses the "aura" of the government imprimatur. One can often discern a subtlety in the complaints of the small business spokespersons: a dissatisfaction with competition *per se*, not necessarily with just *unfair competition*.

The complaints center around a number of activities of the non-profits. Among them are the operation of child-care centers and physical fitness programs such as those of the YMCA. YMCA's have been in the business for 100 years, long before life-styles changed, making physical exercise a profitable business venture. The "Y" was in the business when no one else was interested and no bucks were to be made. The same could be said for the child-care business. Many colleges, for example, were in effect forced to get into the business for the convenience of their students because the service was unavailable elsewhere or was only a very limited service provided by the private sector. Now every "Tom, Dick, and Mary" and their uncles and aunts are in the business. Furthermore, they are complaining about the *unfair competition* of the non-profits. Who's in competition with whom? Should the non-profits now withdraw from such service areas? Should they now be taxed for such services?

Congress has permitted two important statutory exceptions to UBIT. The first is that UBIT does not apply to revenue derived from activities *substantially related* to a tax-exempt purpose of the non-profit organization (college). Second, income is also not subject to UBIT if it is derived from activities carried on *primarily* for the *convenience* of students, faculty and staff.

Application of both the *relatedness* and *convenience* tests is not always a clear-cut or easy determination. The IRS, over the years, has issued determinations which do provide some guidelines or assistance. However, what an institution might consider unrelated someone else could think otherwise. The same certainly can be applied to the convenience test. Therein lies much of the problem with UBIT.

The National Association of College and University Business Officers (NACUBO) established a special task force a year ago to respond to the concerns of the small business community as well as to prepare for hearings which had been scheduled by the Oversight Subcommittee of the Ways and Means Committee of the House of Representatives. The position taken by NACUBO has been that the UBIT law is adequate and that no new laws need to be enacted. The task force has recognized that no doubt some colleges have perhaps not been in compliance and have taken advantage of their tax-exempt status. A survey which NACUBO conducted does not, however, indicate that non-compliance is widespread. Neither does the survey indicate that there has been a stampede on the part of colleges to get into competition with the business community in areas in which institutions have not generally been previously engaged.

The task force prepared, and the NACUBO board adopted, a "Policy Statement and Guidelines on Educational Business Activities of Colleges and Universities." That statement, NACUBO *Special Action Report 87-6* is available from NACUBO. Governing

boards are urged to review, adopt and implement a similar policy for their own institutions.

It is important to note that the NACUBO statement recommends that "Each educational business activity shall meet the following three conditions:

- The activity is deemed to be an integral part in the fulfillment of the institution's educational, research, public service, and campus support functions, and other educational and support activities, without regard to profit.

- The activity is needed to provide an integral service at a reasonable price, on reasonable terms, and at a convenient location and time.

- The activity is carried out for the primary benefit of the campus community but with sensitivity to the total community."

The NACUBO statement also states that institutions should comply with applicable laws and regulations concerning unrelated business income activities.

Following NACUBO's lead, ACCT and AACJC jointly adopted a UBIT Policy Statement which is included at the end of this article.

The higher education community has taken the position generally that the UBIT law does not need any major overhaul nor is new legislation needed. Higher education is amenable to considering possible changes in the law. However, the position taken has been that UBIT as it is is generally satisfactory. It is believed that we in higher education must be more diligent in properly reporting unrelated business income and in paying the tax. In short, it is thought that self-regulation is a better solution than new legislation and that we should demonstrate that it will work.

It is ironic that the Administration apparently believes strongly in volunteerism, and it also apparently believes that the volunteer/private sector should shoulder more of the burden of social programs. However, this is the very segment of society that we find under attack about UBIT. To add to the irony, this attack has been to some extent orchestrated, if not directed, by the Administration, particularly through the Office of Advocacy of the Small Business Administration.

Non-profit groups traditionally have depended on government grants, charitable contributions, and the sale of goods and services. With the first two dwindling, they have been forced to rely much more on the third, according to Robert A. Boisture of the National YMCA Office in Washington, D.C. He has further stated that the Reagan Administration and businesses "Have been calling on our organizations to extend themselves and pick up some of the slack as government withdraws from social service programs, but they don't seem to realize that we have to pay for that somehow."

Much the same can be said with regards to higher education. We have seen the tax laws changed to make it somewhat less attractive for individuals to contribute to their favorite institutions. We have been experiencing a decline in student aid programs and fewer federal assistance programs, or less funding, for education.

What could we expect if wide-ranging changes were to be made to UBIT? There is no doubt that one could expect the prices of those items sold to students, such as books and materials from campus bookstores, would have to be increased considerably. The result, of course, could well mean that many students would be unable to purchase textbooks. Instructors might have to make curriculum decisions based on the availability of materials at a price students could afford rather than upon sound educational rationale.

There is a television commercial that makes the statement: "Pay me now or pay me later." One could apply the same reasoning to the attacks made against the non-profits, and higher education. There is no free lunch. If it is expected that non-profits, including higher education, should accomplish certain objectives which are thought to be generally beneficial to society as a whole, it would seem a reasonable expectation that society determine how to pay the bills. There are few alternatives. We can depend upon government entirely to pay the freight or we can ask the private non-profit sector to do so. The latter is unrealistic and the former is very likely not to occur. We have, in this country, a long and rather successful experience of sharing the burden. It would appear that expecting that experience to continue, no doubt with ongoing fine-tuning and a commitment to cooperation, should not be unrealistic.

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Policy Statement and Guidelines On Educational Business Activities Of Community, Technical, and Junior Colleges

Approved by Board of Directors, Association of Community College Trustees, October 11, 1987.

Approved by Board of Directors, American Association of Community and Junior Colleges, November 10, 1987.

Policy Statement

American higher education has a rich heritage of providing teaching, research, public service, and *campus support*. Since the passage of the Morrill Act, opportunities for higher education have been increasingly available to all Americans, with the development of community-based community, technical, and junior colleges leading the way.

The Nation's community colleges offer a broad spectrum of services and activities in response to the demands of society in a highly technical and rapidly changing environment. The requirement that these colleges continue to provide services to the community that enhance the quality of life, provide economic development opportunities, instill appreciation for democratic institutions of society and the cultural arts, and be accessible to all members of society presents a unique set of circumstances.

But community, technical, and junior colleges also recognize that small businesses have become increasingly concerned about the involvement by institutions of higher education in activities and endeavors that are viewed by some as outside their mission. Unfortunately, the extent to which higher education is involved in such activities has been distorted, thereby exaggerating the impact of such endeavors on small business. Furthermore, there are current state and federal laws and regulations governing the educational business activities of collegiate institutions, and these laws and regulations are adequate to address the issues raised by the small business community.

To further assist our colleges to self-regulate their educational business activities, we have developed this "Policy Statement and Guidelines on Educational Business Activities of Community, Technical, and Junior Colleges." We believe that this policy states clearly (1) our understanding and sensitivity to the concerns that have been expressed and (2) our firm commitment to ensure that our member institutions recognize their responsibility for implications of actions taken at their institutions when educational business activities are created and operated to serve their communities.

Guidelines On Education-Related Business Activities

Community, technical, and junior colleges have the dual mission of teaching and community services. To carry out this dual mission, it is often desirable for the institution and its affiliated units to charge fees for

providing goods and services that enhance, promote, or support its instructional, public service, and all other educational and support functions in order to meet the needs of the students, faculty, staff and members of the public participating in institutional events. Educational business activities should be established and carried on only when pursuant to, and in accordance with, an authorization and statement of purpose approved by the institution's governing board and/or chief executive officer.

Each educational business activity should meet the following five conditions:

- The activity is deemed to be an integral part in the fulfillment of the institution's teaching and public service mission and other educational support activities, without regard to surplus revenue.

- The activity is needed to provide an integral good or service at a reasonable price, on reasonable terms, and at a convenient location and time.

- The activity is carried out for the primary benefit of the campus community but with sensitivity to the total community.

- The colleges must comply with applicable laws and regulations pertaining to such activities, and educational business activities not falling within the guidelines established above may be unrelated business income activities.

- The college should consult with employer advisory committees on any occupational education program whereby it is necessary for the college to operate a business in conjunction with the training program.

Summary

The Board of Directors of the American Association of Community and Junior Colleges and the Board of Directors of the Association of Community College Trustees recognize that the business activities of member colleges merit increasing attention and discussion. Those activities, their relationship to the dual educational and service mission of the institution, their impact upon the private business sector, and the responsibility of the local college with respect to its tax-exempt status require thoughtful discussion and analysis by each college.

Resolution

THEREFORE BE IT RESOLVED THAT MEMBER COLLEGES SHOULD:

1. adopt local Board policies regarding educational business activities;

2. pay income tax on appropriate business services and activities as required by statutes.

3. explore additional ways in which needed products and services may be provided by established local, regional, or state businesses, and;

4. convey to their federal and state representatives that current law is adequate and that any modification *must* take into consideration the important service functions that community, technical, and junior colleges are expected to perform and provide for students, faculty, staff, and the community.

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INDEX
Trustee Quarterly—Volume 11
(Winter 1986-87 through Fall 1987)

Associate Degree Nursing

Van Winkle, Roger A. "The Economic Implications of the American Nursing Association Proposal on Entry Into Practice." Vol. 11, No. 4 (Fall 1987), pp. 1-10.

Business-Industry Partnerships

Baliles, The Honorable Gerald L. "Meeting the Economic Challenges of Today." Vol. 11, No. 1 (Winter 1986-87), pp. 1-4.

Cenci, Louis C. "Private Industry and Public Education: A Humanistic Partnership." Vol. 11, No. 2 (Spring 1987), pp. 1-8.

Darnowski, Vincent S. "Cooperative Ventures—One Route to Resources." Vol. 11, No. 1 (Winter 1986-87), pp. 11-14.

DiYorio, John S. "Community Colleges and the Economic Development of the Rural South." Vol. 11, No. 2 (Spring 1987), pp. 9-11.

Lupfer, Barbara. "Public/Private Partnerships: Computer Programmer Training for the Disabled." Vol. 11, No. 2 (Spring 1987), pp. 21-25.

Community College Concept

Blue, Monte. "Is Our Mission in Question or Just Our Approach?" Vol. 11, No. 4 (Fall 1987), pp. 24-29.

Morsani, Frank L. "The Community College System—America's Best Hope." Vol. 11, No. 1 (Winter 1986-87), pp. 24-28.

Murphy, Joseph S. "The Community College in 1987: Redefining the Mission." Vol. 11, No. 3 (Summer 1987), pp. 14-17.

Cooperation With Secondary Schools

Langan, A. Bud. "Articulation of Secondary and Postsecondary Vocational Programs." Vol. 11, No. 2 (Spring 1987), pp. 17-20.

Curriculum

Skinner, Byron R. "Cultural Pluralism as a Means of Reclaiming a Legacy." Vol. 11, No. 2 (Spring 1987), pp. 26-31.

Excellence

Day, Philip R., Jr. "Dundalk Community College Undertakes A Study of Learning Excellence." Vol. 11, No. 3 (Summer 1987), pp. 29-31.

Hillman, JoAnn. "Quality First at the Fox Valley Technical Institute." Vol. 11, No. 1 (Winter 1986-87), pp. 18-23.

Foundations/Alumni Programs

Hierstein, William J. "Building A Foundation: Some Things I Learned Along The Way." Vol. 11, No. 1 (Winter 1986-87), pp. 15-17.

Kerns, Jennifer R. "The Future of Two-Year College Alumni Programs." Vol. 11, No. 2 (Spring 1987), pp. 12-16.

Legal Issues

Brown, Richard Lane, III. "The Personal Liability Question: With or Without Tort Reform, Do Trustees Remain Potentially Vulnerable?" Vol. 11, No. 1 (Winter 1986-87), pp. 5-7.

Merit Pay

Schorzmann, Gene F. "Putting the Merit Back Into Merit Pay." Vol. 11, No. 1 (Winter 1986-87), pp. 29-35.

Minority Students

Southerland, Arthur R. and Tomlinson, Ann Watts. "Improving Services to Minority Students: Access, Retention, Transfer." Vol. 11, No. 3 (Summer 1987), pp. 1-6.

Planning

Marsee, Jeff. "Planned Management: Using Financial Forecasts to Help Prepare for Tomorrow's Challenges." Vol. 11, No. 4 (Fall 1987), pp. 30-33.

Preusser, Joseph W. "Planning for the Future—Financial Forecasts." Vol. 11, No. 3 (Summer 1987), pp. 7-13.

Presidential Evaluation

Henry, Thomas. "Evaluating Your Chief Executive Officer: A Trustee Covenant." Vol. 11, No. 3 (Summer 1987), pp. 18-24.

Presidential Search

Wilson, Nathan H. "Finding and Selecting the Right President." Vol. 11, No. 2 (Spring 1987), pp. 32-36.

Retention

Olandt, Eric D. "The Cooling Out Function and Its Relationship to Recruitment and Retention in Community Colleges." Vol. 11, No. 4 (Fall 1987), pp. 34-38.

Trustee Responsibilities

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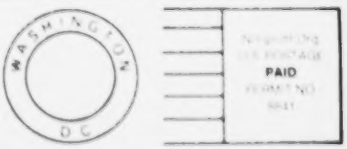

TRUSTEE QUARTERLY

Volume 12 Number 2 Spring 1988

SPECIAL ISSUE: St. Petersburg Junior College—On the Cutting Edge

Contents

Introduction ..... *William H. Meardy* 1

St. Petersburg Junior College: Striving To Be on the Cutting Edge ..... *Carl M. Kuttler, Jr.* 2

Trustee Leadership ..... *Joseph H. Lang, Jr.* 6

Recognition of Authors of Remaining Articles 9

Structuring Institutional Effectiveness 10

Applied Ethics at St. Petersburg Junior College 18

Partnerships With Business 21

Health Programs 24

The Dual Credit Program: A Centerpiece of Cooperation Between Secondary Schools and St. Petersburg Junior College 27

Assisting Underprepared Students 30

Articulation: Bridges to Success 35

Student Performance Feedback 39

Faculty Development 43

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Introduction

In early February, 1988 I was privileged to be invited by St. Petersburg Junior College, Florida, to join a group of national higher education leaders for a Roundtable on Educational Partnerships at the College. The Roundtable was designed to provide the opportunity for education leaders to see firsthand a community college working with other institutions, community agencies, and business and industry to meet community needs. It also provided a demonstration of what community colleges are doing in meeting the challenges of educational reform.

Those of us who were expecting a "typical" community college found out our expectations were wrong. St. Petersburg Junior College is anything but "typical". Words such as "outstanding," "amazing," "innovative," "creative," "first class," "exemplary," "trend setting," and "community centered" describe SPJC, but "typical" it is not. What we found was a college replete with such an abundance of human services and educational programs that we were awed.

We found enthusiasm and pride everywhere. It was obvious, not just with the faculty, but with the staff, the administration, and the students. We left with a feeling that there is something magic going on at "St. Pete".

I came home feeling very strongly about the need to let the rest of the nation know about this Florida community college and its programs, several of them answering with vigor the concerns pinpointed in *A Nation at Risk*, the landmark report of the National Commission on Excellence in Education. I invited SPJC President Carl Kuttler and his staff to prepare articles which would detail their presentations at the Roundtable. What follows in this Special Issue of the TRUSTEE QUARTERLY is ACCT's attempt to shine a spotlight on an exemplary educational institution. The sharing of their accomplishments is assurance that the community college movement is alive and well and can be an inspiration to community college trustees everywhere.

As you read you will see that SPJC exemplifies the concept of a "bridge" that binds the community together. For 18 years I have insisted that all community colleges must provide this bridge if they are to be true "community" colleges.

We must recognize that in order for excellence to flower, leadership must be provided in abundance and it must begin at the top. President Carl Kuttler provides that leadership and spirit. He does it quietly, without fanfare, but with dedicated drive, determination, and energy. He has set high standards for his college and his staff has risen to these expectations.

The secret to "St. Pete's" success may well lie in the answer I received when I asked a local community leader, "What one element can you identify that has contributed the most to the success of this college?" He answered, "Bill, this college has always been blessed with a strong, supportive, and unified board of trustees." Think about it!

William H. Meardy
Executive Director, ACCT

St. Petersburg Junior College: Striving To Be on the Cutting Edge

Carl M. Kuttler, Jr.
President
St. Petersburg Junior College

We don't try to reinvent the wheel at St. Petersburg Junior College. We do try to forge the wheels of higher education into precision instruments for our students, who know they have to work hard—with a little help from their friends—in order to succeed.

Annual audits generally testify to details being accomplished in an acceptable way at our college of 25,000 students, 1,000 employees and a $35-million budget. That's our "engineering." Our broader "architecture" leans heavily on listening to the best of the movers and shakers—from across Florida and the nation—so that the big picture of "doing the right things" is more accurately drawn.

We talk with our community leaders, with the opinion makers in the media, with academic authorities throughout the nation at the college and university level—then compare their ideas with and add them to the ideas of our own faculty leadership. A member of my executive team regularly monitors the Florida Legislature, key governmental leaders, and major education boards, looking and listening for points of concern or personal interest that are about to become issues. He looks for areas of political sensitivity among lawmakers and bureaucrats. From this close attention comes "right things," such as the dual-enrollment program and comprehensive program review described in another article. Both programs were initiated at the College while the concepts were still being discussed in political circles (for two years) before being mandated by state action.

From the president of another community college we got the idea to get special legislative sanction for a multi-million-dollar millage election, later supported by the voters. From newspaper editorials and Chamber of Commerce leaders we fashioned a countywide program of unity called "Pinellas Together," a daylong seminar/workshop effort that the *St. Petersburg Times* later editorially said was "in the highest order of educational service to a community." From our faculty leaders we saw a genuine interest in staff development par excellence and we sent 50 faculty members to a national teaching conference. Another 100 go this year to the National Institute for Staff and Organizational Development (NISOD) in Austin, Texas.

When the State of Florida, through its Legislature, decided to adopt an educational "litmus test" called CLAST for admission to the junior year at our nine state universities, some in higher education resisted. We instead signed on, sending one of our key academic leaders to staff the state effort—and gearing up our own operation to make sure most of our students were able to meet the test standards in math and English before receiving their Associate in Arts degree. The plan proved to have the additional positive spinoff of eliciting improvement in our attention to assisting minority students.

One of our foremost aims is developing relationships with people rich in ideas—people interested in improving the quality of education.

One idea sprouted and blossomed among people in the graduate education departments of three universities: George Baker and John Roueche at the University of Texas in Austin (UT), Lou Bender at Florida State University (FSU), and Jim Wattenbarger at the University of Florida (UF). They encouraged us to tackle an extensive project—one that has since been repeated and is scheduled for a third round—to showcase for educational leaders what community colleges really are doing in meeting the challenges of educational reform. The beauty of it is that the College simultaneously receives the benefit of some of the most insightful feedback available. As a result, this ambitious program has turned into an annual "think tank" seminar for leadership in community college initiatives.

Our first Roundtable on Institutional Effectiveness in 1987 included these participant/consultants:

George Baker, Co-Director of the Community College Leadership Program at UT;

Terrel Bell, former U.S. Secretary of Education and now a professor of educational administration;

Lou Bender, Professor of Higher Education at FSU;

Patricia Cross, then Chair of Administrative Planning and Social Policies at the Harvard University Graduate School of Education;

Linda Helms, Education Director of The Carter Center at Emory University in Atlanta;

Jan LeCroy, then Chancellor of the Dallas County Community College District, Texas;

John Roueche, Director of the Community College Leadership Program at UT;

Joe Rushing, Chancellor of Tarrant County Junior College District, Texas;

Martha Tack, Professor of Educational Administration and Supervision at Bowling Green State University, Ohio;

Israel Tribble, Executive Director of the McKnight Programs in Higher Education in Florida; and

Jim Wattenbarger, Director, Institute of Higher Education at UF.

They read about and heard presentations on SPJC's approach to articulation with universities and high schools, our largest-in-the-state program of dual credit for high school honors students, the liaison efforts we have with the high schools and the scholarship opportunities available. We covered employee recruitment, management training, internal communications, our EA/EO commitment, staff and program development, part-time faculty quality assurances, and faculty inservice days.

From our business office came information on financial stability and availability, the course/schedule management system, and information on our extended faculty contract. Institutional advancement officials talked about market research, marketing plans, alumni/development foundation activities, substance abuse and prevention, statewide issue tracking and the Pinellas Together unity program.

Student activities enhancements—covering student involvement in decision-making, athletics, and fine arts—were discussed. There were presentations on career centers, job placement centers, automated advisement support systems, and expanded services for the handicapped, including our extensive program for the deaf.

We talked with the participants about strategic and long-range planning and about assessing educational program effectiveness with performance standards, assessing results and using them to encourage program enhancements, program reviews, a student tracking system, a longitudinal values assessment and other educational research.

For education program improvement we discussed strengthening basic skills, pre- and co-requisite requirements, developmental studies, mentoring for minorities, learning labs for remedial writing and arithmetic, and special help for allied health students who are weak on the basics.

We spoke of enriching the curriculum with our unique Applied Ethics program and our honors programming and interdisciplinary studies. We discussed academic computing, health education and personal fitness. Then we concluded with presentations on our Weekend College and computer institute, telecourses, our Corporate Training Center, and work based learning—all this with time out for meals, entertainment and a few hours of sleep over a two day period.

In February, 1988, we conducted our second Roundtable—this one on educational partnerships. The participant/consultants this time included 19 of America's top higher education leaders, whom we wanted to learn about community colleges and from whom we wanted advice on "leadership." As with the first group, we not only highlighted the community college system, we also trained a strong magnifying glass on St. Petersburg Junior College in order to see how we could accomplish our objectives better.

The subjects covered during the second Roundtable were:

PARTNERSHIPS WITH SECONDARY SCHOOLS
Dual Credit Program
The Pinellas Education Articulation Committee
Special Pilot Program Initiative—"Neglected Majority"
Trustee, Presidential and Black Incentive Scholarships
Communicating About Our Programs
Higher Education Experience Program
Assisting Underprepared Students

PARTNERSHIPS WITH THE COMMUNITY
Responses to Challenges of Accountability
Educational Quality Initiatives
Faculty Professional Development
Applied Ethics
Leadership Initiatives
Health Education Programs
Corporate Training Services

PARTNERSHIPS WITH SENIOR INSTITUTIONS
Articulation in Florida
Student Performance Feedback
Special Program Arrangements
Associate in Arts Program Review
General Marine Biology
The Challenge of Standardized Testing

From these two Roundtables—born of ideas from others but nurtured by our people—have come plans for Roundtable III in early 1989 for appropriations and education leaders of the United States House of Representatives and Senate, and their key staff members.

There is more:

• The American Association of University Administrators will conduct its national conference in our district in 1989. A likely topic of the convention will be the relationships between community colleges and senior institutions. Community college students now make up some 60 percent of the juniors and seniors at universities.

• We are working with Florida legislative leaders to devise a plan similar to that used by Harvard University for training freshman Congressmen every two years. Our plan, emphasizing governmental ethics, would provide training for newly elected Florida House and Senate members.

• A long-range goal, already articulated in Washington circles, would be to place 10 Latin American students in as many of the 1,250 American community colleges as possible, an answer to the Kissinger Report findings on the extensive Soviet education of students from south of our border. In a related program through Georgetown Uni-

versity we hope to have a pilot class of 16 students from Central America in SPJC classes by August, 1988.

Yes, the wheels are still turning at St. Petersburg Junior College, fine-tuned by our dedicated faculty and staff from the ideas of people far and near—ideas to light the path of academic excellence we seek to travel on behalf of our students, community, state and nation.

Trustee Leadership

Joseph H. Lang, Jr.
Board Chairman
St. Petersburg Junior College

Florida's Community College System evolved from a comprehensive Master Plan provided by the dissertation research of James Wattenbarger at the University of Florida in 1955. The two major premises of that study remain strong and viable today despite enormous changes in Florida's population, society, and individual community missions.

First, the primary point of access for postsecondary education in Florida would not be through universities or regional colleges, but rather through an extensive network of community colleges. These institutions would make classroom instruction available to 99 percent of Florida's population within less than an hour's commute. The second major tenet of the Master Plan was that the institutions would be governed locally by lay persons provided with sufficient authority and resources to meet the needs of the service district.

As current Chairman of the five-member Board of Trustees of St. Petersburg Junior College, I am fortunate to be part of a tradition that has attempted to respond in carrying out its responsibilities to develop policy and to undertake governance responsibilities without attempting to administer the institution. No doubt the fact that St. Petersburg Junior College has had only two presidents in the last 38 years of its 60-year history has made it easier to develop a strong tradition of separation of governance and management.

Community college trustees in Florida are appointed by the Governor and confirmed by the Florida Senate. They serve four-year terms, without compensation, and are eligible for reappointment. The Board meets monthly and addresses a wide range of issues, from the often mundane approval of purchasing requests and contracts to the more directional adoption of operating budget, staffing, compensation issues, quality initiatives and, hopefully, leadership initiatives. All meetings and activities of the trustees are subject to Florida's extensive Government in the Sunshine law. There are no executive sessions, nor may board members even meet "informally" to discuss the public's business without notification to the public.

Board Workshops

In order to keep the Board abreast of the College's many responses in pursuit of educational excellence, the President organizes 30-to 45-minute workshops to present detailed developments of interest or importance to the trustees. These workshops are held prior to the official Board Meeting and occur six to eight times annually.

The topics for the workshops are proposed by the President, and are modified to meet Board interest or other external factors. Generally, the workshops occur at a stage of project development where the Board can discern how the College's officials are carrying out policy initiatives and thus provide guidance regarding the direction and impact of the various initiatives.

The workshops also provide an opportunity for the Board to keep abreast of major activities that involve outside agencies,

organizations, or individuals in the service district. In this manner then, trustees gain understanding and knowledge about activities of the College, which may be brought to their attention in their other roles as members of the community and as civic leaders.

The following workshop topics are representative of the total list compiled over the past few years:

- Continuing Education Enhancement
- Staff and Program Development
- Master Teaching
- College Level Skills Assurance Program
- Ethics—Teaching and Practicing at SPJC
- Enhancement of Computer Support
- Productivity Workshop
- Alternate Instruction Center, St. Petersburg Campus
- Program Review and Standards Settings
- Preparing Students for College Level Academic Skills Test
- Instructional Computing
- Redefinition of Remediation
- College Career Work Experience Program
- Implementation of General Education Program Changes
- A Special Visit with Students on the St. Petersburg Campus (via videotaping)
- A Program for the Deaf
- SPJC's response to *A Nation at Risk*
- SPJC's Nursing Program
- Student Tracking [Retention] System
- Southern Association of Colleges and Schools Accreditation Standards
- Placement and Followup
- Industry Services Program
- High School Articulation
- Corporate Training Services
- College Long-Range and Strategic Plan
- Florida Institute for Law Enforcement Program Development

As you can see, the workshops cover a wide variety of areas and have a scope that encompasses virtually every aspect of the College's aspirations.

From the trustees' standpoint, I think it's important to comment on one other aspect of the workshops. The presentations to the Board are invariably made, not by the President of the College, but by faculty and staff members who are responsible for the development and implementation of the items presented. This has a twofold result:

1. Staff are afforded the opportunity to work with trustees and to better understand, through their preparation and response to questions, the level of detail and input appropriate for those of us who must make policy decisions. This opportunity, for the staff to work directly with the Board, clearly enhances professional growth.

2. It is also an excellent opportunity for the trustees to get to know members of the "college family," and to see them in their areas of expertise. It is encouraging to the trustees to see professionals present work in which their pride and enthusiasm in meeting our challenges is both evident and contagious. Through these information-sharing workshops, several major initiatives have been identified and have come to fruition. One such idea which has grown each year is the Trustees, Presidential, and Black Incentive Scholarships.

Special Scholarships

We recognize that the full partnership implied in a "two-plus-two" articulation system for postsecondary education places a great burden on St. Petersburg Junior College. We must provide a challenge for both the most academically talented students and for those students who have significant academic needs that must be met if they are to succeed in today's world. Unless care is taken, the ever-growing challenges in the areas of remedial education could emerge as the sole thrust of the college's academic program.

To attract and challenge the well-prepared student we must recognize the range of choices available to them in selecting a college. The best students always have

several attractive options for continuing their postsecondary education—public or private universities, in-state or out-of-state. The Board of Trustees, however, felt strongly that the College would not be meeting our community's needs if attendance at St. Petersburg Junior College was not offered as a realistic option to the best graduates of the Pinellas County schools. Income from auxiliary enterprises (bookstores, food service, vending machines) and a special trust fund (from a one-time legislative appropriation) are used to support the scholarships.

The essence of the program is that all students who achieve prescribed high school grade-point averages are presented scholarships to St. Petersburg Junior College. Students who achieve a 3.65 high school grade-point average are awarded a $1,600 Trustees' Scholarship, an amount sufficient to cover a full 64-credit-hour program. Students whose high school grade-point averages are between 3.3 and 3.64 are awarded $800 scholarships.

In order to address the need to compete for academically talented minority students and to expand their eligibility beyond the Trustee and Presidential scholarships, the College has created the Black Incentive Scholarship that provides a $1,200 award for black students whose high school grade-point averages exceed 3.0.

All students receiving scholarships are expected to perform at acceptable levels at the College in order to retain them. A nice feature of the program is that the scholarships are awarded to students after the seventh semester in high school so they will know for sure what their scholarship availability levels are. There is no fixed number of scholarships. Any and all students who achieve the requisite grade-point averages in high school are eligible for the scholarships.

The program has attracted students with strong academic ability. In the past year, the College awarded the one millionth dollar to three categories of students.

Hopefully, you will see that the programs and projects covered in other articles in this issue reflect the wide diversity of efforts undertaken by St. Petersburg Junior College in attempting to meet the needs of the people in our service district.

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St. Petersburg Junior College editorial assistance by Betty Ann Rhodes, Curriculum Services Coordinator

Structuring Institutional Effectiveness

St. Petersburg Junior College has attempted to fulfill its public responsibilities toward effectiveness measures and outcomes by carefully integrating the many externally mandated initiatives that have emerged from state, regional and national sources. We have attempted to meld these diverse mandates into a logical "whole," providing students and citizens with a fuller understanding of what is expected of them as they move through the college's courses and programs. The sources of external influence have largely been represented by three agencies:

- **Florida Legislature**, in its requirement that a test of communications and computation skills, the College Level Academic Skills Test (CLAST), be administered to all students seeking to graduate from a community college and/or attain upper-division status in the State University System;

- **State Board of Education**, in its requirement that each community college or university student be required to write a specified minimum number of graded exercises (24,000 words) and to include six credits of college mathematics coursework (college algebra or higher) in his or her program;

- **Southern Association of Colleges and Schools** in the adoption of the Institutional Effectiveness criteria within its standards for institutional reaccreditation.

Each of these agencies has attempted to use its offices to initiate institutional activities that respond to the several national reports of the early 1980s outlining the need for educational reform at all levels of American education. Pre-eminent among these national efforts has been the work of the National Commission on Excellence in Education in its landmark report of April 1983, *A Nation at Risk: The Imperative for Educational Reform*. As much as any law or regulation, this report energized St. Petersburg Junior College to strive for higher levels of achievement in meeting the demands for education and training for the citizens it serves.*

In meeting the mandates represented by the reform movement, St. Petersburg Junior College developed an institutional model used to communicate to faculty, staff, and students the nature and scope of the necessary activities. Two major efforts are contained in the model's design (see chart page 11). Both have included important activities in the college's efforts to document the impact of education on students and community. They are:

- **assessment of student learning**, represented by a detailed analysis of the college's curriculum and its component parts, and

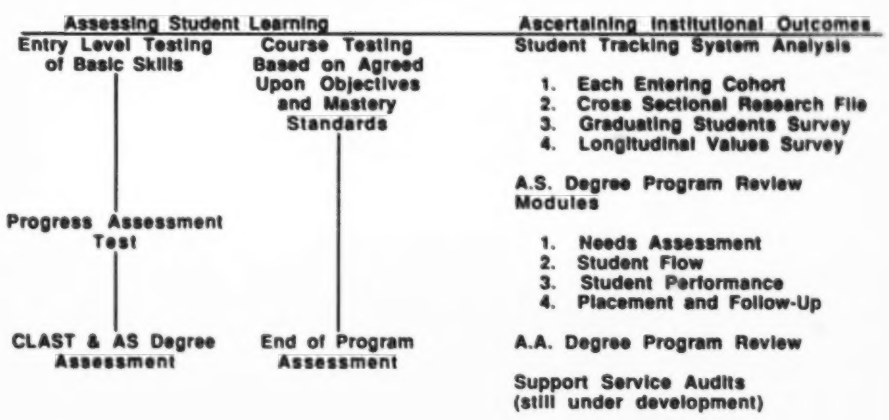
- **assessment of institutional outcomes**, "measuring" wherever possible the impact of the college's activities.

Assessing Student Learning

The earliest and perhaps most far reaching of the mandated reforms was enacted by the 1979 Florida Legislature as the College Level Academic Skills Program, containing two significant requirements. The first and most highly visible was the directive to establish a comprehensive exam of communications and computation skills necessary "for successful performance at the baccalaureate level" to be administered to

*In April 1986, St. Petersburg Junior College was invited to Salt Lake City by the National Commission on Educational Excellence to attend the Third Anniversary Conference assessing the impact of the Commission's report, *A Nation At Risk*. The invitation included the opportunity to present to the conference the college's responses to the recommendations of the report.

ASSESSING INSTITUTIONAL EFFECTIVENESS


Assessing Student Learning
Entry Level Testing of Basic Skills
Course Testing Based on Agreed Upon Objectives and Mastery Standards
Progress Assessment Test
CLAST & AS Degree Assessment
End of Program Assessment
Ascertaining Institutional Outcomes
Student Tracking System Analysis
1. Each Entering Cohort
2. Cross Sectional Research File
3. Graduating Students Survey
4. Longitudinal Values Survey
A.S. Degree Program Review Modules
1. Needs Assessment
2. Student Flow
3. Student Performance
4. Placement and Follow-Up
A.A. Degree Program Review
Support Service Audits (still under development)

all persons seeking to graduate with an Associate in Arts degree from a community college and be admitted to upper division status in Florida's public universities. Students completing their sophomore year at the universities would also be required to achieve acceptable scores on the test.

The second provision, while lesser noted, contained equally far-reaching consequences. It required community college boards of trustees to certify the learning outcomes attendant to each Associate in Science (occupational) program, including the determination of the appropriate communication and computation skills requisite for graduates of that program.

At the institutional level, efforts needed to be devoted to determining in which courses each of the 56 skills was taught to students as they progressed through to an Associate in Arts degree.

It became evident that significant course and curriculum restructuring would be necessary in the area of mathematics in order to make certain that each student was provided the opportunity to master all identified skills, no matter which sequence of math courses the student chose in fulfillment of degree requirements.

In the area of communications similar analysis had taken place, and an area of curricular deficiency in speaking and listening skills was discovered. While the state did not (and still does not) have a plan for assessing those skills, the College determined that their identification required us to modify our communications curriculum to include a mandatory speech course within the general education sequence. The need for students to express themselves orally, as well as in writing, was deemed of significant importance by the College's faculty.

Assessing the College's position in the Associate in Science/occupational programs entailed a comprehensive review of all courses offered to determine if indeed they were structured so that the essential learning outcomes of each course were uniform across each of the college's four campuses. When initial review indicated a large percentage of courses could not meet these structural criteria, it became obvious that a comprehensive restructuring was needed to meet the CLAST mandate.

The purpose of the restructuring process was to build a minimum core of learning outcomes for each course, to which other courses could be logically related. It was clearly and unequivocally repeated that each faculty member was encouraged—indeed expected—to go well beyond the core of essential learning outcomes in both material presented and in the manner in which instructional activity took place. Issues related to professional discretion, professional judgment, and personal interaction all came to bear on the goal of providing a logical framework for each course and the College's total course offerings. The critical guidelines remained that a course taught in any mode at any site would include the agreed upon learning outcomes and that assessment of those outcomes would be undertaken by each faculty member.

Upon completion of the individual course determinations of essential learning outcomes, the faculty in each program would then proceed to identify the key indicators from each course that could become part of what would be termed "program measures." These represented the most salient learning outcomes across all courses that a student would be expected to demonstrate as part of a summative evaluation of program effectiveness.

During the CLAST curriculum restructuring process, the second major external mandate was implemented. A powerful member of the Florida Senate, working through an arcane provision of state rule, was able to present to the State Board of Education an initiative geared toward structural improvements in writing and college-level mathematics. Senator Jack Gordon of Miami Beach presented a proposal, subsequently adopted by the State Board of Education (as the "Gordon rule"), requiring each undergraduate student to undertake a significant writing requirement, as well as to be required to take six hours of college-level mathematics.

As public debate often happens, the more arcane features of proposals tend to receive the higher visibility. In fact, Senator Gordon's initial suggestion became the standard by which compliance with the rule was to be demonstrated. Thus, we have the numerical requirement—24,000 written graded words. In public testimony, the Senator and other proponents continuously referred to the fact that *better* writing required *more* writing on the part of students, and the numeric calculation was derived from a more simplified proposal that expecting students to write the equivalent of two typewritten pages a week over four semesters would likely produce improved writing skills.

Obviously, the attempt to localize all of the writing within four courses would provide either a significant additional increase in the general education requirements at St. Petersburg Junior College (currently at 42 hours, of a total of 64 hours) or would require that other general education courses, not just English courses, support the underlying directive to increase the amount of writing that students do towards the goal of improving their written communication skills.

In sum, then, the college found itself completing a course-by-course review of learning outcomes, initiating a review of the logical relationship of these learning outcomes to program completers, and implementing an external mandate to increase the level of writing and computation skills of students.

The college response was to initiate a series of structural reforms to its curriculum. These reforms became known as the basic skills revisions and included a strong focus on determination of learning outcomes as the key to students' progress through their program of studies. To gain control of this dynamic environment created by external mandates, the college implemented the following:

- mandatory entry placement testing and mandatory placement based upon the results;

- mandatory placement to include assignment to remedial coursework in areas of deficiency, including math, composition or reading; such remedial coursework would not be counted for any credit toward graduation;

- a requirement that all students complete Composition I during the first 24 semester hours of college work, and that Composition II be completed within the first 36 semester hours;

- a need for students to complete their mathematics requirements within similarly prescribed time-frames;

- a structuring of all courses in the general education sequence, as well as any other course not specifically exempted, to contain "significant writing requirements" and be designated to meet the spirit and letter of the "Gordon rule" provisions;

- a requirement that all such courses have Composition I as a pre- or co-requisite, assuring faculty that students would be able to meet the increased rigor of the writing-across-the curriculum response;

- development and implementation by the college of a required intermediate assessment, modeled after the CLAST exam, to provide feedback to faculty and students on the demonstration of mastery of communications and computation skills. This Progress Assessment Test (PAT) was included as a student program requirement (at about the 45 semester hour point in the student's program) to allow for institutional research to determine the effectiveness of the curricular reforms;

- including in the Associate in Science (occupational) programs the PAT exam to provide compliance with the CLAST mandate to demonstrate appropriate communication and computation skills;

While this basic skills revision was being designed and implemented, the college continued its movement toward determination of cognitive achievement in students. Building upon the course-by-course restructuring that had been undertaken, an end-of-program assessment project was initiated.

The logical structure for this effort was built upon the recognition that as students moved through courses, where major learning outcomes had been specified and taught, there should take place a synthesis of learning. This synthesis should in most occupational programs move students closer to the aggregate skills needed to compete successfully in the business world. *The whole of learning should be greater than the sum of the parts.*

To implement this activity, the college adopted a "loose/tight" management style. Each program was given the direct charge to implement a process that they deemed most suitable to the assessment of these summative learning outcomes. The form or structure of that assessment was completely within the purview of the program faculty and leadership.

The results were exciting and rewarding. The wide diversity of methods that was hoped for was realized, as evidenced by the following examples:

- Architectural technology students were required to develop a complete model of a project—including schematics and specifications—and to make a presentation of their work to a panel of faculty and local architects, simulating a typical "real-world" experience of the profession. The quality of the work as well as the student's presentation was reviewed by the panel.

- The Dental Hygiene Program opted to use an extensive "pencil and paper" na-

tional examination to permit comparison of cognitive achievement with other programs across the country. This choice represented an appropriate complement to a program that places major emphasis in the curriculum on clinical skills.

- Computer science students are required to undertake a complete start-to-finish assessment of an actual business problem. Students must make contact with a local business, interview appropriate personnel, write up a complete report of the computer-related problem needing to be solved, determine the time, resource, and personnel needs and constraints and present the finding to both the business involved and a jury of program faculty. Since programming skills are subject to assessment on a course-by-course basis, the end-of-program assessment attempts to discern the more complex analysis skills necessary for success.

- The Law Enforcement Program faculty initiated a "mock" review board assessment that would simulate for students the type of experience they would need to undergo as part of the screening and hiring process. The "interview" covered a wide range of topics covered in all courses included in the students' program of studies. In this instance, the initial implementation of the end-of-program assessment showed the faculty that important synthesizing of learning across courses was not occurring at an acceptable level. Additional curriculum review and reinforcement of certain concepts across courses was implemented.

Lastly, under the heading of Assessing Student Learning, it is important to note that a major structural need emerged during the changes outlined here. In attempting to focus the attention of the faculty on the determination of specific learning outcomes, it became obvious that many faculty members had little or no formal education background in the development of assessment methodologies.

To address this need, the College reassigned to a collegewide role a member of the faculty with formal skills in the area of test and measurement. This person served as a resource to departments and individuals in reviewing their strengths and weaknesses in assessing learning outcomes. Additional assistance in the form of consultants from the neighboring University of South Florida also was provided.

The implementation of these changes spanned approximately three years and required the full and continuous attention of the faculty and academic leadership. In the end, the faculty and academic leadership came to appreciate the accomplishments of the comprehensive effort. The fact that most of the reform was initiated from external sources has lessened in its importance.

Assessing Institutional Outcomes

Just as in the assessment of cognitive achievement, external entities have played a major role in the initiation of St. Petersburg Junior College's institutional outcomes activities. Of specific note has been the promulgation of a State Board of Education rule requiring a formal structure for program review. More far-reaching is the revised reaccreditation criteria of the Southern Association of Colleges and Schools, focusing on the assessment of the effectiveness of the college's stated mission.

Early in the process of conceptualizing the College's comprehensive assessment activities, it became evident that to mobilize an institution toward an outcomes orientation, the widespread use of data and information would need to become the *lingua franca* of the organization. In our situation, we would have to undertake a more vigorous effort to collect, synthesize, and disseminate information on students and programs.

Evaluating the College's needs led to a realization that while we had a widespread consensus on the importance of student

retention as a major institutional need, we had virtually no useful information upon which to develop strategies and programs. Like other institutions, we had reports that told us how many people registered each semester and reports that told us how many people graduated each year. Reports on how students got from entry to exit, however, were lacking.

A major effort was undertaken to develop a "Student Tracking System" that would permit faculty and administrators to monitor the enrollment and academic performance of students as they moved through the institution.

In its essence, the Tracking System is simply a data base containing a large number of elements on an identifiable group of students. For this purpose, the tracking cohort is comprised of every student whose first registration at St. Petersburg Junior College is the fall session. The student must also have taken our entry placement test, which provides both an indication of the student's intent to pursue more than casual course-work, and brings the student under a variety of academic rules and regulations designed to facilitate student learning.

The standard tracking report consists of eight report tables. These tables provide a mix of information by either demographics (age, sex, race, remedial needs, or other general descriptors), or by the program of studies. A second, related series of reports provides information on the academic performance (credits attempted, credits completed, grade point average, average credits earned per semester—by either the demographic variables or by student's programs.) This extensive data base and tracking over time provides ready access to a wealth of information for counselors and other academic or student support administrators as they continue to develop strategies that will assist students to achieve their academic goals.

While the data produced by the report is largely non-judgmental, it has served the important role of helping to focus attention on additional areas of inquiry needed for development of college policy or practice. The Tracking System has been adapted to allow for the identification of any defined group as a cohort, in order to analyze its progress and performance.

As we developed the more sophisticated data base needed for the comprehensive tracking system, we recognized that a great deal of policy development needed data support, without the need for definitive answers produced from data. The fact that we could not fully quantify every decision did not mean that we could not sharpen the underlying professional judgments through some information support.

To further the growth of the use of data as a decision-making tool, we created an easily accessed, micro-computer based "cross sectional research file" that gave us nearly instant access to a statistically valid sample of student records. As issues were raised by faculty or academic administrators during the development of the many curriculum reforms, we used the simulation capacities of our cross-sectional file to provide insight into the possible effects of our activities.

Our Tracking System and cross-sectional research file were limited by the fact that both contained essentially only data that related to students' coursework or testing background. We had little or no formal assessment of student development in areas outside the classroom learning process.

To address this deficiency, the student services leaders amended the graduation application procedures to include a questionnaire—The Graduating Students Survey (GSS)—seeking student response on a variety of non-cognitive measures. In its initial form, the GSS surveyed primarily student satisfaction with college services. Some questions to determine personal

growth were also included. Results from this effort were summarized each term and distributed to all faculty and staff.

The need to expand on this effort led to the identification of a Longitudinal Values Survey. The College has committed to use the instrument developed and distributed by the National Center for Higher Education Management Systems (NCHEMS) supplemented with questions retained from the GSS. This series of questionnaires will support the analysis of the larger and more long-term impact of St. Petersburg Junior College upon its students. The first administration of the survey was undertaken in the Spring of 1987.

Beyond the development of assessment procedures relating to student growth and achievement, the College initiated a major effort designed to provide a meaningful system of program review. The essence of this process was to link the review to outcomes in the most direct way possible and to include program faculty to the fullest possible extent in the review design and analysis of results.

Each program is reviewed at least once during a five year period. While a master schedule is determined at the beginning of the period, the College makes yearly determinations of programs to be reviewed. This process permits us to move rapidly in the assessment of emerging problems, in response to new opportunities (such as staff turnover), to minimize duplicate reviews where state level mandates or accreditation bodies also review programs, or where new needs are sensed.

The basic structure of the review process entails the creation of a structured 20-25 minute telephone interview protocol to be administered by a professional research firm. The protocol contains a series of questions developed by the program faculty to be asked of 50-75 potential employers of program graduates. The questions contain the following:

- a listing of the major learning outcomes of the courses (from the curriculum restructuring process detailed earlier) to which employers are requested to indicate whether they are "essential," "important," "useful," or "not very useful;"
- a listing of basic skills and job skills requirements with which employers are asked to rate our graduates;
- an open-ended assessment of unmet needs for courses, seminars, or other education and training activities;
- an assessment of the current and near-term job market for program graduates;
- an assessment of emergent skills that will be needed for future employees;
- an assessment of the College's equipment and other program support as part of the instructional program;
- a straightforward question asking how well we are doing in offering a high quality program;
- an open section to reflect individual program information needs.

The employers to be surveyed are drawn from a list of businesses that have jobs appropriate to our graduates. Program faculty are invited to suggest additions to the list to assure the key employers are not excluded by the random selection. For many program areas—particularly in health-related programs—the identification of 50-75 firms describes the entire spectrum of local employers.

Results of the survey are shared in unedited, summarized form with the program faculty. A report of the survey is developed to outline the findings, suggestions, and activities needed to follow up on the information. An Executive Summary of the findings is presented to the College's Board of Trustees for review.

A similar process has been initiated for the review of the College's Associate in Arts (transfer) program. Instead of working with local employers, however, program faculty meet with counterparts from the state universities to review the successes and shortcomings of our graduates.

A detailed data support system has been developed to provide information on student performance at SPJC and at the universities. This detail extends to a course-by-course analysis of student performance, allowing both faculties to identify those areas where prerequisite learning at SPJC is supporting, or not supporting, upper-division course requirements. Comparisons to the performance of "native" university students are also provided.

The data provide only the opening for discussion in these settings, however. The major benefit clearly is in the sharing of professional insight into emergent curriculum changes, graduation requirements, job requirements, and discipline trends between university and community college faculty. Follow-up contact between individuals assures a constant "review" of transfer coursework.

At this time, the next major structural effort is being initiated. A review system of the College's support services is under development, to allow for the assessment of effectiveness in those areas critical to student development. The advisement and counseling processes will be the first areas reviewed under the "Support Services Review."

In both the assessment of student learning and the assessment of institutional outcomes, additional refinements and modifications are indicated. Greater use of information and data by faculty and staff are necessary. Yet, the major conceptual and structural hurdles have been overcome. Faculty and staff have responded enthusiastically to the challenge of outcomes and effectiveness as the emergent means of demonstrating the value and quality of community college education.

Applied Ethics at St. Petersburg Junior College

Ethics, or the lack of ethics, is a major issue in our country. Witness the overwhelming amount of material that permeates our airwaves, fills our publications, and dominates public discussion. It is altogether apparent that many Americans today are extremely dissatisfied with the moral behavior and attitudes manifested in our society and are looking for ways to reinforce ethical values and build a sense of responsible citizenship.

In October 1982, Paul Ylvisaker, then Dean of Harvard's School of Education, spoke to a group of college and university trustees gathered from around the country. He challenged American schools and colleges to become the starting place for reestablishing the importance of moral education and character building. In the audience was Tom Gregory, a member of the St. Petersburg Junior College Board of Trustees and previously the chairman of a state commission on ethics for Florida's public employees. He took Ylvisaker's challenge seriously. That was Square One in the formulation of the Applied Ethics course at SPJC.

How did St. Petersburg Junior College respond to the challenge of ethics education? First, the College undertook a study on the appropriateness of teaching ethics in higher education. Evident linkage was found between the decline of ethics in our society and the widespread deletion of ethics courses from the curricula of our universities, colleges and secondary schools. Restoration of such coursework was seen as a partial solution to dealing with America's ethical decline.

Actually, St. Petersburg Junior College had had an ethics course in its curriculum earlier, one with a strongly philosophical bent. But in the five years prior to 1982, it had gone untaught due to lack of student interest. Now the College's ethics offering was about to take on a whole new perspective.

Information from books, newspapers, and periodicals was accumulated supporting the conclusion that ethics has a significant place in the college curriculum. Resource materials were abundantly available from the nation's major centers for ethics study. One of these, the prestigious Hastings Center Institute of Society, Ethics and the Life Sciences, had directed a two-year study on the teaching of ethics in higher education. The results of this study were contained in a series of nine separate monographs on the ethical education of lawyers, engineers, journalists, businessmen, social scientists and policymakers. The lead pamphlet, "The Teaching of Ethics in Higher Education," began by calling for unqualified support for both ethics and the teaching of ethics.

All of the material from the Hastings Center Report was most helpful to the College in its study, because the material underscored the need for and appropriateness of an ethics course at St. Petersburg Junior College. The SPJC study on ethics education concluded that the new course must be designed so as to rule out even the slightest resemblance to wholesale moral indoctrination. At the same time it was decided the course should contain something more than just ethical theory.

Recommended was a course with a highly practical orientation, confronting students with issues and dilemmas they are likely to encounter in their personal and professional lives. The opportunity for studying and applying virtues embodying such basic American ideals as liberty, justice, honesty and the importance of the individual was suggested. It was noted that this approach is supported by many prominent scholars, including the authors of the Hastings Center Report.

The description, learning outcomes and objectives of the ethics course were de-

veloped and recommended by the SPJC Curriculum and Instruction Committee after the initial encouragement for the idea for a course by the SPJC District Board of Trustees in 1983.

To make certain that the course objectives and scope were strongly reflective of community and societal values, a Community Advisory Committee comprised of leaders and decision makers from diverse backgrounds was established. They provided the review and direction needed for eventual implementation of the course.

In its final form, it was determined the course description should call for "a practical approach to recognizing, understanding and solving ethical problems confronting an individual in today's society." Besides a review of ethics' historical development—natural law, Kantianism, utilitarianism, et al.—and modern formulation of theories, a variety of ethical dilemmas also was included along with reference to statutory and professional codes as well as ethical reasoning in resolving such dilemmas. Emphasis was placed on "logical application and responsible decision making." Ultimately, the College decided to make ethics a required three-credit-hour course for all students seeking the Associate in Arts degree.

The course's major learning outcomes were (and are) as follows: The student will 1) understand the historical development of ethics; 2) demonstrate the nature of ethical issues when confronted with examples of situations containing such issues; 3) understand the relationship between the foundational values of a society and the quality and mode of life in that society; 4) apply consistent and logical reasoning processes to resolve ethical issues.

In January 1984, the District Board of Trustees approved the recommendation from the Curriculum and Instruction Committee. "Applied Ethics," as the course was entitled, was born. The Board's decision placed St. Petersburg Junior College among the first public institutions in the country to include the teaching of ethics in the required curriculum.

In January 1985, approximately 200 students began taking Applied Ethics, initially under two full-time Applied Ethics faculty. These instructors also were given responsibility for choosing teaching resources and developing a course structure to meet the description of the approved curriculum. In three years the Applied Ethics program has expanded to include five full-time Applied Ethics faculty and seven adjunct/supplemental instructors teaching 37 classes, each averaging 33 students.

An important objective of Applied Ethics is to help students appreciate that a consensus exists in our society regarding certain values and that people weigh these values in the decision-making process. Many students are unaware that statutes and professional codes of ethics exist to guide people's conduct in accordance with certain moral values. A variety of professional codes of ethics, including the statutory code of ethics for public employees, are examined and applied in an effort to acquaint students with the rules that do exist to guide their behavior.

An important aspect of the implementation and teaching of the course is that they have brought into clearer focus this crucial point: In the real world—the world of Watergate trials and committee findings; of media attentiveness, special prosecutors, and slighted colleagues—people ARE held accountable for their actions. Ethics courses can jog our awareness and perhaps heighten our sense of responsibility, which alone would seem to justify their place in the educational scheme of things.

In addition to moral theory and an emphasis on cultural tradition, Applied Ethics students are shown concepts and analytical skills that are necessary in understanding what it

means to be rational in making moral decisions. Many students entering Applied Ethics see no essential difference in worth between one point of view and another. They view moral decision making as merely a matter of personal preference. Yet another course objective is to encourage students to appreciate rational moral reasoning.

Applied Ethics provides students with the know-how to construct sound arguments of their own and evaluate the arguments of others. Features that distinguish logical reasoning are studied and students are expected to apply what they have learned while analyzing various moral problems of our day. Role playing, debates and writing assignments teach students that when at odds with others on matters of morality, they cannot rest on appeal to personal preference alone. They realize they must be ready to give good reasons for their judgments if they wish to be persuasive. To put it another way, Applied Ethics provides students with an excellent opportunity to inquire into and measure their personal moral viewpoints.

Sexual ethics purposely were not included in the makeup of the original course. But interestingly, thanks to 1987's revelations about presidential candidate Gary Hart and reexaminations of the Kennedy White House, the subject now generates spirited classroom discussions. Thus Applied Ethics is shown to be a topical, evolving, dynamic course.

Student response to the Applied Ethics course has been very encouraging. We can hope—if not predict—that it will have a long-term positive effect on the students. And while no single ethics course alone can solve a community's problems or cause its students to be moral, we feel we've provided an assist in that direction.

The course's positive impact can be measured by the students' comments about the course after completing it. The course seems successful in providing students with an objective setting for examination into their basic moral stance. They seem appreciative of the opportunity for serious consideration of questions of moral choice, and have indicated on faculty evaluation forms that the course was of great value to them. Many say they now feel more comfortable talking about moral issues, more alert in perceiving ethical questions, more aware of the reasons underlying moral opinions, and more equipped to defend their points of view.

A purpose of education is to prepare students to make a beneficial contribution to society. Because questions of morality are an inevitable part of any life, a case for the study of ethics in the college curriculum can, as we've said, emphatically be made. Of that we now are more certain that ever. Furthermore, it would be an understatement to say others are picking up the ball and running with it: We have had inquiries and requests for information about our course from more than 200 colleges and universities nationwide.

On our own campus, we are confident Applied Ethics has provided our students with those concepts and skills that will enable them to deal thoughtfully with personal and professional dilemmas, and to reflect critically on the moral issues that will face society in their lifetimes.

Partnerships With Business

Experts estimate the number of adults in need of higher-level training is the fastest growing segment of education at the present time. *The Chronicle of Higher Education* has estimated that this group numbers as high as 46 million, and expects they will spend more than $50 billion to achieve their educational goals. Many of these adults will receive training from delivery systems other than colleges and universities, and will work to fulfill goals centering on professional development rather than academic degrees.

As St. Petersburg Junior College planned its educational program for both the short and long term, this type of student was very much in the College's thinking. SPJC would have a large share of these potential students, it was projected, from the rapidly expanding business and industrial communities in its Pinellas County service district. While St. Petersburg has a reputation as a center for retired citizens, it is less known that it also houses a large technology and information-based economy. Major national industries have holdings in Pinellas County, including Honeywell, Nielsen Media Research, Allstate Insurance, Unisys, Florida Progress, E-Systems, and Raymond James and Associates, Inc.

To meet the educational and training needs of these and hundreds of other businesses, the College found the need to form a Corporate Training Program under the direction of the Open Campus Division of the College. The Program's goal is to provide flexible, non-traditional programs and courses, offered in convenient places and times.

The Corporate Training Program has one primary operating goal: to provide top quality education and services to local business and industry with the least possible "red tape."

The desire is to position the College as a partner in the economic development of Pinellas County and to provide a centralized contact point for the full range of services available to meet corporate training needs.

Features of the Corporate Training Program include:

- Customized training programs for business and industry in areas including computer and microcomputer applications, management skills, and clerical functions.
- On site courses and seminars custom designed to meet specific corporate needs. More than 3,000 employees of area companies per year take courses of this type through St. Petersburg Junior College.
- Management Development Seminars open to the public. Enrollment in these seminars currently averages 800 participants per year.
- Weekend Computer Institute open to the public. The Institute's courses serve over 2,500 participants a year.
- Flexible scheduling and flexible locations.
- Low cost training. The average cost per employee for 16 hours of training is $40.
- College credit for courses and seminars.
- Faculty with extensive industry experience.

The Corporate Training Program also provides assistance to business and industry in assessing both corporate and individual employee training needs. The following services are available:

Individual Training and Development Needs Assessments—Individuals partici-

pate in a one-to-two-day series of activities designed to identify their strengths and weaknesses and to prescribe individualized development plans.

Group Training and Development Needs Assessment—Groups from within an organization participate in a one-to-two-day series of activities designed to determine strengths and weaknesses. Group training and development plans are designed based on the results.

Corporate Training Needs Assessment—A survey method is used to determine the areas of greatest training needed so the return on training dollars can be maximized. Computerized results and analysis are available.

Constant evaluation and monitoring of the quality of the courses and seminars offered is part of the commitment. The "quality control" features included in the program's operations include the following:

- Faculty are carefully selected based on industry experience and a proven track record in a training environment.
- Train-the-Trainer seminars provide faculty with up-to-the-minute information on training techniques and materials.
- Faculty use high quality resource materials selected from the best available corporate training materials.
- Faculty regularly attend the best available seminars and courses related to the topics they teach.
- Detailed training objectives are developed for each course or seminar to meet the specific needs of the company.
- Supervisory review of all course materials and planned learning strategies is held prior to the beginning of each class.
- A full-time training development specialist is available to assist faculty in course preparation.
- Every student evaluates every course or seminar.
- A post-course interview and evaluation is held jointly by a company representative and the director of the St. Petersburg Junior College Corporate Training Program.

In addition to classroom-based courses, St. Petersburg Junior College is prepared to deliver high quality credit and non-credit courses through the most modern microwave broadcast technology. The College has two operating channels that are currently used to support College credit activities.

Several sources of well-developed, business-related programs are available.

First, the Public Broadcasting System has initiated a business-related service called the National Narrowcasting Service (NNS). NNS provides a combination of long and short offerings that are suitable to one day, several days, or semester long education/training. The topics available through this service include:

—Marketing: Sales and Customer Service
—First Line Supervision
—Communication
—Executive and Middle Management
—Computer Literacy and Applications

Second, the College has been designated as a host site for the Florida Satellite Network. This designation permits us to receive programs from satellites and to rebroadcast the offerings through our microwave facilities. This system has the strong support of Associated Industries of Florida, which hopes to use this communications technology to provide information to business and industry on a timely and comprehensive basis.

Third, the College has acquired its own library of programs applicable to the education and training needs of the business community. Many of these programs have been used over a period of time and are upgraded as necessary.

The business and professional community has supported the corporate training concept with a strong commitment to its services. It's clear that they see their training needs facilitated by the elimination of such barriers as time, work schedules, and circumstances of employment. This receptivity is borne out by actual enrollments: from Session II of 1982 through Session I of 1985 (see Figure 1), a total of 33 class sections were offered to 452 students. In Session II of 1985 alone, 31 total class sections (24 computer, 7 management) were offered to a total of 433 students. Figure 2 provides a historic enrollment analysis.

It is pertinent to note that between the six semesters with 452 total students, and the single following semester of 433, the program management was centralized. Rooting out red tape had appeal on both sides of the registration table.

Figure 1

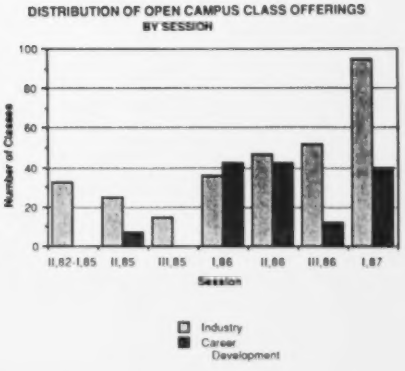
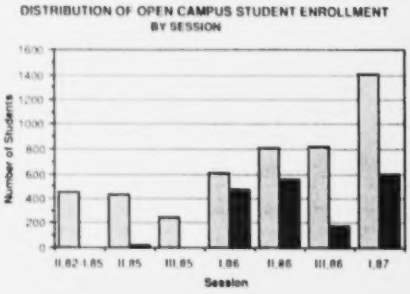


Figure 2



Forming A Partnership

In September 1986, representatives of the College met with representatives of the Wilson Company, a major office complex developer in the Tampa Bay area. Wilson was planning the Carillon Center, a 500 acre industrial development zoned to support 20,000 workers in information-based industries (insurance, banking, investing, etc.). The interest of the Wilson Company in housing an on-site education and training facility, combined with the interest of the College to be located in the midst of this business development, created a mutually-supportive partnership.

The result has been the formation of an agreement for the construction of an ultra-modern training center at the Carillon site. The center includes a theatre-style conference room outfitted for teleconferencing and executive meetings, a computer lab, and three seminar rooms, equipped for small group activities and other necessities of management and supervisory training.

The Corporate Training Center concept was shared with major computer vendors to solicit contributions to the computer lab. AT&T Information Systems agreed to an initial gift of several hardware systems with state-of-the-art networking software. Additionally, the system includes access by our faculty members to consulting and training resources from AT&T.

Health Programs

In his monumental work *Megatrends*, John Naisbett made the premise that the demographics and social conditions of present-day Florida foretell the general U.S. population picture in the year 2000. In subsequent writings, he singles out Florida's Tampa Bay area—including the Pinellas County service district of St. Petersburg Junior College (SPJC)—as characteristic of an even more precise prototype of American society at the turn of the century.

Among other problems with which society will be struggling by the year 2000, issues related to health care for an aging population loom large. In addition to the cost-related issues of such care, the availability of practitioners—as well as their education and training—will be of concern.

The need for health care for an aging population illustrates the sort of setting in which St. Petersburg Junior College reaffirms its opportunities and its destiny. A community college is rooted in its environment. Its growth and success are best realized through a symbiotic relationship with the community from which it springs, a relationship in which both the community and the institution feed, nurture, and draw from each other. Our accomplishments in the health education field demonstrate such a relationship.

For nearly half a century now, we have been addressing education and training issues for health professionals on a day-to-day basis at SPJC. Our service district includes an extraordinarily large number of retirees who have a variety of health care needs. To meet these community needs, health career training programs have been developed by SPJC in Emergency Medical Services, Medical Laboratory Technician, Medical Record Technology, Nursing, Vision Care Technology, Physical Therapist Assistant, Radiologic Technology, Cardiopulmonary Sciences, Dental Hygiene, and Health Services Administration. In all, up to 1,500 students enroll yearly in these programs.

The College has a specialized facility—the 170,000-square-foot Caruth Health Education complex—that houses these programs. This centralization of classroom and laboratory space means greater student convenience as well as greater operational efficiency.

Both the College and the community have given health education programs a high priority. Some 10 years ago, area hospital administrators approached us with a proposal that we double the College's nursing program (which at its height has supported more than 600 students). Their seed money exceeded $300,000. Space limitations precluded the actual doubling until a special appropriation of the Florida Legislature allowed the College to acquire a defunct two-story department store complex on 10 acres of land, and to renovate two buildings to house the programs. Up-to-date equipment for the programs was purchased through funds received in a specialized one-time tax referendum undertaken by the College and backed by Pinellas County voters.

The final phase, to complete the renovation of the main facility, was underwritten by a successful private fund-raising campaign that topped $3.5-million. Today, the health education site includes the Caruth Health Education Building and the Caruth Veterinary Technology Building. They are named for former Pinellas residents W.W. Caruth Jr. and his wife Mabel, whose generosity helped the College bring the plans to fruition.

Another example of how the College's health care operations have worked hand in glove with the community is our close relationship with the Bay Area Hospital Council, an umbrella group representing Pinellas Coun-

ty's 23 hospitals. Through the Council, SPJC is brought into the health care community's policy development and needs analyses. Thus the College stays abreast of changes in the delivery, staffing, and funding of this complex field. This relationship also affords SPJC the opportunity to integrate each of its health care programs to the maximum extent with the county's hospital and clinical settings.

In the health education curriculum, the maximum time possible is given over to clinical experience for students. Hundreds of clinical affiliation agreements are drawn up annually, allowing our students opportunities to work in the field with our faculty and practicing professionals. Every health program is fully accredited and passing rates on licensure examinations are high.

Health Education's Media Center was developed by combining the collections of Health Materials from the Clearwater and St. Petersburg Campuses. Circulation has grown considerably. For instance, in a two-year period, overall circulation increased 74 percent, and subscriptions to periodicals grew from 227 titles to 299. The periodical collection is considered by many community health professionals to be among the most comprehensive in the area.

The nursing and allied health programs at SPJC provide an opportunity for health professionals to continue their education. The program directors work closely, sharing resources with the health care providers and related professional and community organizations countywide. Together they assess needs, and provide courses, conferences, workshops and seminars to meet the varied and changing needs.

Through the years, the nursing and allied health programs have expanded in numbers and scope. From July 1, 1986 through June 30, 1987, approximately 4,000 students were enrolled in these programs, earning just over 5,000 Continuing Education Units (CEU's). The department is responsible for course content and providing materials and qualified instructors. Classes are available countywide through cooperative arrangements, primarily with hospitals.

The Health Education Center staff continually visits area public and private high schools with program materials and information. Throughout the year, contact is maintained with public and private high schools to offer the services of SPJC staff for speaking engagements, Career Days and Health Fairs. Health Education representatives also have been invited to give special classroom lectures, and they helped to put a special statewide focus on Emergency Medical Services Week.

Linkage System

Because of the scarcity of Allied Health Programs statewide, SPJC attracts students from other parts of the Tampa Bay Area (and beyond) through the Linkage System—a cooperative agreement among SPJC and four other Bay Area community colleges through which students may gain access to programs unavailable to them on their "home" campuses.

Continuing Education

The Nursing and Allied Health Continuing Education Department of SPJC plays an important role in providing continuing education to health professionals, and anticipates even greater involvement with the future needs for more experienced professionals.

How does the interfacing between SPJC nursing and Allied Health Continuing Education Programs and the community occur? One example is the College's response to the countywide need for nurses educated in Critical Care. Courses such as Critical and Coronary Care, Basic EKG, Swan Ganz Catheter Monitoring, I.V. Therapy, and the Shock Series now are offered. And again, clinical experiences are available.

Not just classes are held in the Health Center complex. Community health services are offered at bargain prices to thousands of residents, affording them preventative care they otherwise might do without. Three patient care clinics are available: Dental Hygiene, Optometry, and Cardiopulmonary Sciences. A plus is the Center's convenient location in the community, which makes it accessible to the general populace. The Dental Hygiene Center alone serves more than 3,000 persons each year.

Attracting Minority Students

To help attract minority students to health education fields, and to retain them, SPJC has developed and implemented a New Initiative Program (NIP). Activities focus on these areas:

- Identification of disadvantaged students seeking entry, and students currently enrolled in health occupation programs.
- Academic and instructional support for disadvantaged students.
- Vocational career counseling for disadvantaged students.
- Support and awareness of special needs of the disadvantaged student.

These activities have had a twofold result: They have addressed the attrition problem and helped to increase the number of disadvantaged students matriculating in health occuption programs at SPJC.

Clearly, our efforts in health education have been community-wide—and so has the support for them. Without that support, we would have fallen far short of where we are today.

The Dual Credit Program: A Centerpiece of Cooperation Between Secondary Schools and St. Petersburg Junior College

With the publication of *A Nation at Risk*, the educational deficit in our country slashed across the American academic landscape like a bolt of lightning. Seeing the danger, Florida confronted the issue by developing several kinds of academic initiatives which required changes in curriculum, testing, and academic programs at the secondary school and college levels.

One of those initiatives is to challenge the best high school students through accelerated learning, involving articulation between high schools and colleges/universities. Florida has five such mechanisms—Dual Credit, Early Admission, Advanced Placement, Credit by Examination, and the International Baccalaureate Program. The one that has been the centerpiece in Pinellas County is the Dual Credit Program which gives high school students with a 3.0 Grade Point Average (GPA) an opportunity to enroll in college-level courses on high school campuses.

Upon successfully completing St. Petersburg Junior College dual credit courses, students receive high school units toward a high school diploma and college credit toward an associate's or bachelor's degree. The only constraint on the range of courses offered is that a course must be creditable toward both the diploma and degree.

In the 1980's, the Pinellas County School System and St. Petersburg Junior College (SPJC) realized that the Dual Credit Program could be a means of elevating the quality of education they were delivering to their students.

The key to Pinellas County's Dual Credit Program is commitment—executive commitment descending to the principals, counselors, faculty, students and parents. In the early planning stages, when the College and Pinellas County School System faculty and staff had doubts about the feasibility and quality of such a program along with fears about the loss of students from their established programs, the Pinellas County School Superintendent and SPJC's President called joint meetings of their administrators and faculty. They clearly demonstrated their unqualified commitment to the program. They encouraged their staffs to sit down with one another and iron out issues until the doubts and fears of both sides were smoothed. During the ensuing semester, School Superintendent Scott Rose saw the success of the program in a few high schools. He committed himself and his staff to seeing it prosper in all of the high schools.

The chief goal of the Pinellas County Dual Credit program is a quality college education for high school students. To achieve this goal, the program has initiated a number of quality controls.

First, participants must be juniors and seniors with a 3.0 weighted grade point average (GPA). In a few exceptional cases, second semester sophomores or students with less than a 3.0 can be admitted with the recommendation of the principal and a teacher in the discipline of the course in which the student wishes to enroll.

Second, St. Petersburg Junior College hires instructors, most of whom are high school teachers, who must meet the stringent requirements for college-level instructors set by the regional accrediting association, the Southern Association of Colleges and Schools (SACS). According to the SACS criteria, these instructors "must have completed at least 18 graduate semester hours in their teaching field and hold a master's degree."

For the third quality control, dual credit instructors are given the College's curriculum objectives for each course they teach. These objectives, created by St. Petersburg Junior College faculty, outline minimum outcomes to be achieved for a particular course whether taught on a St. Petersburg Junior College campus or on a high school site. The rule of thumb in following the course objectives is that one may add whatever will be academically beneficial but information areas cannot be subtracted from the stated objectives.

Fourth, these instructors and their students use College textbooks—the same books used on St. Petersburg Junior College campuses—in their Dual Credit courses.

A fifth quality initiative, evaluations of instruction, are crucial to the success of the program. These evaluations are regularly conducted on three different levels. The instructors are observed and evaluated:

- by their students
- by the high school's Dual Credit Liaison (a School System staff member hired by the College to help coordinate the program)
- by the Dual Credit Program Coordinator (the College's full-time staff specialist who is responsible for coordinating the program).

The most significant quality initiative of the Dual Credit Program is the Pinellas Education Articulation Committee (PEAC) itself. It has as one of its functions the annual revising of the Dual Credit Articulation Agreement. This clearly delineates the organization and responsibilities of both parties. In this document, duties are equitably distributed between the Dual Credit Liaison from the School System and the College's Dual Credit Program Director. The agreement stipulates that college-level courses shall not duplicate the course content of existing high school academic work—yet another quality initiative. The two work closely together to register students, to identify courses to be taught in upcoming sessions, and to market the program to prospective students.

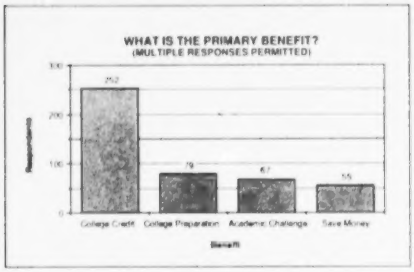
Since the program's inception in 1983, 2,925 students have matriculated. This past semester (Fall, 1987) 357 students completed courses and 691 students enrolled for the second semester (Spring, 1988) for a total program enrollment of 3,973.

To provide additional planning information for the Pinellas Education Articulation Committee, a survey was administered to students enrolled in dual credit courses in the Spring of 1986. A total of 404 surveys (71 percent of enrolled students) were returned.

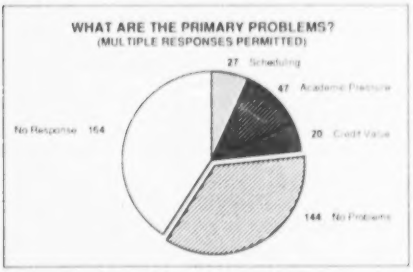
Information garnered from this survey revealed that high school seniors are the predominant component in dual credit courses (81 percent). This finding probably substantiates the premise that students' programs have little room for electives prior to the senior year. Most respondents indicated that the course in which they were currently enrolled was the first dual credit course in their program. The responses seem to indicate that students will enroll for additional dual credit courses when offerings and schedules can be arranged.

Students appear to rely most heavily on their high school teachers for information about dual credit classes. School counselors are the second most prevalent source of information followed by other students. Printed literature runs slightly ahead of miscellaneous as an information source. Honors courses and advanced placement courses are a prevalent part of the students' programs. This indicates dual credit students actively seek out other academically challenging courses.

Benefits of the program, as perceived by students, are reported in the chart on the following page. Students most frequently noted that gaining college credit was the primary reason for participating.



The following chart shows students' responses when asked to identify problems experienced with dual credit. More than three out of four students did not report any problems with the program.



The College has received the indirect benefit of working with some of the best teachers in the county high schools. These teachers actually become adjunct instructors of the College while teaching in the Dual Credit program. As such, they have become avid supporters not just of Dual Credit but of other courses and programs at St. Petersburg Junior College.

Several other articulation activities have been fostered to enhance the Dual Credit Program. These activities include joint discipline supervisors/division director meetings, and joint counselor meetings. Of particular significance has been the periodic meetings of the Pinellas School Board and the College Board of Trustees to review the cooperative efforts in challenging the academically talented students. These activities influence course offerings and the articulation of career counseling and course content information.

One measure in achieving this goal is that college credit earned by Dual Credit students has consistently transferred to state-supported and private colleges and universities. And a genuine bonus for these students (and their parents!) is that they can earn from three credits to an entire semester of college work—absolutely free of cost—no application fee, no tuition fee, no lab fee, no textbook fee. The State of Florida, committed to acceleration, has agreed to pay these fees in support of providing a challenge for the motivated high school student.

Assisting Underprepared Students

As St. Petersburg Junior College undertook its many responses to the challenges of improving educational quality, we addressed the potential impact of higher academic standards upon underprepared students.

And, as is too often the case in postsecondary education, we knew that blacks and other minority groups would be overrepresented among the underprepared. The magnitude of the situation became a graphic reality with the results of the first administration of Florida's state-mandated College Level Academic Skills Test (CLAST) in 1983, a test of student performance reflecting abilities in reading, writing, essay, and computation.

Black students in community colleges and universities throughout the state were overrepresented in the lowest scoring groups of students tested. Black students at St. Petersburg Junior College (SPJC) were no exception, prompting the concern of the college leadership who appointed a college-wide committee to prepare recommendations for a program designed to produce positive change.

In early 1983, the committee—comprised of counselors, advisors, faculty and academic administrators from all St. Petersburg Junior College (SPJC) sites—set about to begin work on a program plan.

Carefully studying other programs with proven records, the committee soon realized that many of the essential program elements already existed at SPJC.

Developmental classes, learning centers, tutoring, financial aid, study skills classes, and counseling and academic advising were available at SPJC, but remained to be organized into a comprehensive program especially designed to meet the needs of underprepared students.

The committee isolated the following characteristics as essential to successful programs:

- Strong and visible support from chief administrators and governing boards.
- Sensitive and dedicated faculty and staff in the special programs with support and endorsement from total faculty.
- Preliminary assessment and diagnosis of student learning and learning styles, which become the basis for student assignments.
- Clear statements of program objectives and expectancies of students in the program.
- A controlled learning environment which includes an expectancy of success; assignment of students to appropriate courses and activities; individualized, self-paced instruction; and increased "time on tasks."
- Regular and specific monitoring of student progress.
- Provision of additional assistance for students in the form of academic support and assistance, student financial aid, and the personal and psychological support necessary for success.

The committee also noted a number of factors that hindered the success of academic high-risk (and particularly minority) students. These factors included the lack of adequate academic and personal support systems; the choice of non-rigorous courses in high school, which did not adequately prepare students for college-level work; the lack, in some cases, of even minimal financial resources; and the perception of an unintended psychological barrier within the College that was perceived by some students to say, in effect, "We don't care about you."

The committee, the District Board of Trustees and the SPJC administration established Project Success to address these factors and to improve the acceptance, retention, standardized test scores, and graduation rates of high-risk and minority students. Establishment was based on these recommendations (which later were accepted and implemented):

1. That Project Success be established as a continuing program and priority of St. Petersburg Junior College. The program shall include orientation and enrollment into developmental courses, assignment to a support team mentor, regular and continuous progress monitoring, and provision of adequate tutorial and counseling resources.

2. That Project Success be funded separately from other programs of the College to give visibility to the program and to keep it from being a drain on already over-extended staff and programmatic resources.

3. That administrative responsibility for Project Success be assigned to one person at each site (St. Petersburg, Clearwater and Tarpon Springs) with overall direction and monitoring to be provided by a broadly based, college-wide committee.

4. That students be selected and assigned to Project Success based on placement test scores and other criteria recommended by the college-wide committee, with priority being given to minority students.

5. That to avoid any possible stigmatization of learning centers by their acceptance of increased responsibilities for Project Success students, the committee recommends that these centers continue to expand to include more traditional academic offerings.

6. That Project Success students be required to attend tutoring sessions that provide individual and group tutoring and also bring together Project Success students and provide an opportunity for exchanging academic and personal support.

7. That Project Success students attend mainstream courses other than required developmental courses, but that a limit be set on the number of credit hours each student may take.

8. That all sites have a Project Success support team composed of committed and enthusiastic faculty, counselors and career employees who will serve as ***mentors*** to the students and monitor their progress, problems and future plans. Mentors would assist students by working with them in fully utilizing the resources at the college, by providing liaison to the students' teachers, by monitoring their attendance, and by providing general support.

9. That the College continue to seek to employ additional minority counselors and minority tutors.

10. That the Project Success counseling program be systematic, to include as a minimum an orientation program exploring all services of the College; placement and diagnostic testing; sessions on goal setting and career planning; sessions on test taking and on course selection for students and parents; personal and financial counseling; and other specialized services to supplement the work of the support team.

11. That the college-wide committee immediately begin planning for summer programs for Project Success to include both credit and non-credit summer activities in areas such as reading, English, math, logic or critical thinking, decision making, test-taking strategies, and study skills.

12. That evaluation and follow-up studies be done to permit further development, expansion and long-range planning based on the effectiveness of the program, and that follow-up studies be conducted on the performance, persistence and success of

Project Success students as well as on determining reasons for those who drop out of the program.

13. That the College develop an in-service faculty education program to:

- Increase faculty awareness of the Board of Trustees and state commitment to minorities, and to encourage faculty commitment to, and participation in, serving high-risk students successfully.

- Develop increased awareness of the background, the problems and the special needs of high-risk and minority students, and also develop sensitivity in detecting early manifestations of learning problems.

- Develop an understanding of Project Success and facilitate cooperation with and active support of Project Success support teams.

14. That the College take the lead in working with the Pinellas County School System to establish a coordinating body charged with:

- Articulating the clear message to all parties that public education is moving toward more vigorous academic preparation and academic excellence.

- Improving communication between the College and secondary schools, including better student understanding of what is needed for academic success at SPJC.

- Recommending ways for the College and the secondary schools to lend mutual support to programs.

- Looking into the possibilities for early identification and testing of potential SPJC students.

Funded through Carl Perkins Vocational Education grants, Staff and Program Development funds, and the College budget, the program—with 200 students currently enrolled college-wide—has at all times since its inception consisted of at least 70 percent black students and staff.

Guided by the philosophy that even the most severely academically disadvantaged students can and will succeed, Project Success has surpassed its primary goals of improving retention rates, academic achievement, and the grade-point averages of its students. When compared with a research sample of similar students with similar educational needs, Project Success students have graduated at double the rate. Their dropout rate is significantly lower. And their average grade-point average is higher. As of this writing, 26 Project Success students have successfully completed all four subtests of the statewide sophomore level examination—CLAST—and 53 students have successfully completed A.S. and A.A. degree programs.

The achievements listed provide a base upon which the following future plans are based:

- Expansion of the program to provide for more students.

- Improved articulation with elementary and middle schools.

- Continuation of staff development programs designed to increase the awareness of College staff to the unique needs of the underprepared student.

- Continued improvement in program effectiveness statistics.

Project Success at this point is a highly visible, accepted College program. Based upon the number of students who refer themselves to the program and the number of staff willing to serve as mentors, students and program staff have avoided the stigmatization which can occur with efforts of this type.

Recognizing the benefits to be derived from starting earlier with students, the college has supported two related activities:

The first of these—the Summer of Success—provides the opportunity for students to begin their college experience during the summer session preceding the fall term in which they would normally enroll. Students are enrolled in support courses in both "College Survival Skills" (covering time management, study skills, note taking, learning styles, etc.) and also "Career and Life Planning." In addition, general orientation to the College and its services is provided.

Perhaps the most important contribution of the Summer of Success program is that it has provided an atmosphere for the building of friendships and colleagues among students, a "network" to provide mutual assistance in the semesters to come.

The second activity entails a partnership with the Pinellas County School Board to address the problem of high school dropouts. Through this working together, the Higher Education Experience Program (HEEP) was established, designed for students in the public senior high schools. The program is intended to enhance skills in reading, writing, math, communication, and in the motivational activities of disadvantaged students.

Concerned with attrition in middle and high schools, the Pinellas County School System analyzed the rate of withdrawal and the reasons given by the early leavers over the five-year period ending in June 1983. The five-year average of early leavers in high schools was 9.5 percent of the total high school population, a percentage representing 12,768 youths.

Analysis of the early-leaver data revealed that 40 percent of the leavers indicated a lack of interest in academics and school-related activities as their reason for dropping out. Follow-up questionnaires to these youths drew such comments as, "need to be taught how to study," and, "teachers could help promote a feeling of self-worth and confidence to students."

HEEP provided a vehicle whereby certain resources of St. Petersburg Junior College were channeled into working with poorly motivated middle and early high school students, encouraging them to aspire to and prepare for careers involving postsecondary education.

Currently, HEEP provides personal, social and improved academic skills in reading, writing and computation for 375 disadvantaged youth in grades 9-12 who have the intellectual ability to obtain a college education. This was brought about in the following ways:

- A letter introducing the Program and requesting assistance in identifying eligible youths is sent to public middle and high schools. Also, newsletters, brochures, etc., describing the Project's services, activities and requirements were distributed to students and staff at the schools, to enhance awareness of the program. Public service announcements were placed with the media and material was displayed in public areas.

- Personal encouragement, academic and career advisement, and information concerning college admissions were provided to all interested parties.

- Black role models from St. Petersburg Junior College and other institutions of higher learning spoke to the students about educational opportunities.

- SPJC-sponsored trips to the College and meetings provided the students with chances to learn about the institution and its educational opportunities.

The program also provides information and experiences to parents of disadvantaged

youth so the parents have a better understanding of the ways in which they can assist in motivating their children toward academic achievement and postsecondary education.

- HEEP provides information, guidance and technical assistance, plus referral services concerning preparatory courses needed for a college education.

- Lectures and workshops are provided to students and their parents.

- A coordinated effort with area middle and high schools identifies potential dropouts and—with the help of principals, deans and school counselors—encourages them to finish their studies.

- Opinions and suggestions are solicited from all participating students and parents.

Recognizing the importance of continuous delivery of services rather than isolated experiences, HEEP required students in the Program to attend group tutoring sessions. These provided opportunities for the students to give each other academic and personal support. Tutoring was provided in reading, writing, math, study skills and basic test-taking skills.

Participants' grades were used to assess the students' weaknesses and strengths, and the effects of the tutoring. Seventy percent of the participants demonstrated a knowledge of a) academic preparation needed to attend college, b) available financial aid, and c) procedures for admission to college.

The Program disseminated its findings to an external advisory committee made up of community leaders. The Program staff also shared ideas and insights. Those involved with HEEP also worked with established community organizations to create a coordinating body for 1) improving communication between the College and the secondary schools, and 2) recommending ways in which mutual support of programs can be accomplished through a unified structure.

Summing up, the Program offered programs to strengthen the educational motivation and preparation of low-income or educationally disadvantaged middle and high school students who were desiring of and able to profit from a college education.

The coordinators were allowed flexibility in establishing motivational techniques, and in counseling the participants in the value of staying in high school and of postsecondary education. HEEP's director made sure participants' parents were kept informed—and encouraged—about the program.

Because of the successful results with Project Success, cited earlier, and the results achieved with HEEP so far, St. Petersburg Junior College is committed to this program as a continuing outreach activity to enhance the retention and recruitment of disadvantaged youth.

Articulation: Bridges to Success

Educational change has generated a need for better articulation among secondary schools, community/junior colleges, and universities in Florida.

To address this, St. Petersburg Junior College did two things: 1) worked with the Pinellas County School Board to establish the Pinellas Education Articulation Committee, and 2) increased its efforts to improve the "two plus two" commitment supported by the state Articulation Agreement between two-year colleges and the universities. The "two plus two" concept guarantees Associate in Arts degree graduates from the two-year community colleges immediate acceptance at any Florida university to complete the final two years for the baccalaureate.

St. Petersburg Junior College's goals for working with the Pinellas Education Articulation Committee (PEAC) were as follows:

- to work closely enough with our high school counterparts to be recognized and perceived as a partner in public education and a desirable, viable higher education option;
- to enhance the flow and quality of information about St. Petersburg Junior College to secondary school students, their parents, high school counselors and related school personnel;
- to engage in activities which facilitate the transition of students from secondary schools to the College, including educational program acceleration mechanisms, and from St. Petersburg Junior College to universities.

With administrators from the College and the Pinellas County School System, and a representative from the University of South Florida, PEAC serves as an organized way to cooperate in the exchange of information and ideas regarding academic policies, procedures and programs. The members represent top administrators who can make commitments to assure that projects are accomplished. The membership also includes other key administrators whose day-to-day responsibilities allow them to contribute to the design and timing of projects that address operational realities.

The committee agrees annually on a set of goals to guide articulation activities. The 1987-88 goals include the following:

- Continue the development of the long-range tracking and performance feedback systems inclusive of the University of South Florida, St. Petersburg Junior College, and Pinellas County Schools;
- Continue the tracking of Pinellas County High School graduates attending St. Petersburg Junior College and the University of South Florida, identifying transition concerns and evaluating admission/registration programs.
- Continue to seek means by which St. Petersburg Junior College can support the series of academic competitions for County high school students.
- Continue regular articulation meetings as follows:
  1. counselor coordinators' meetings (August)
  2. counselor articulation days (January)
  3. curriculum supervisors' meeting (October/April)
  4. teacher education center coordinators' meeting (on-going)
- Continue annual financial aid workshops for parents and students of the Pinellas County School System as an advisement tool.

- Continue to expand ways for more effective liaison relationships to be established with high schools to encourage minority youth to continue their education beyond high school.

- Continue exploration of expanding dual credit offerings, courses offered by the College at the local high schools, during the school day. These courses provide college credit and credit toward a high school diploma.

- Continue St. Petersburg Junior College's expanded role in teacher recertification of secondary school teachers.

- Continue discussions regarding the development of necessary courses and/or programs to meet the needs of high school students who are awarded certificates of attendance.

The cooperative efforts of the Articulation Committee have resulted in the further opening of communication lines between administrators, faculty and counselors. In turn, common goals have been reached and mutual benefits have accrued. From its efforts in the partnership, St. Petersburg Junior College experienced the following:

- developed the largest dual credit program in Florida delivering college credit instruction to approximately 4,000 students in all 15 public high schools within its district;

- employed a full-time staff specialist to enhance the distribution of information and materials to high schools and middle schools;

- jointly produced a booklet entitled "Partners in Planning", designed to help parents of eighth graders develop a four-year high school plan which will prepare them for college in general and St. Petersburg Junior College in particular;

- developed an articulation manual for each high school counselor to have available as a detailed reference guide to the College's programs and the high school preparation recommendations; this 160 page loose-leaf document is updated annually as programs, requirements and other information change.

- provided high schools with descriptive summaries on how well their graduates performed on the College's entry-level placement tests;

- supported a series of faculty-to-faculty workshops to assess curriculum content and performance expectations between secondary and college level courses; the results were used to adjust the College's curriculum and to influence the school system's increasing performance standards;

- established a regular schedule of counselor and curriculum supervisors' workshops each year to maintain and enhance articulation;

- expanded St. Petersburg Junior College's role in teacher recertification by publishing a "mini-catalog" of all courses offered by the College approved by the state;

- continued to expand ways to encourage minorities to continue their education beyond high school by hosting minority students on campus in a series of "come look us over" days.

While making concentrated efforts to smooth the way for secondary school students to enroll in college programs, St. Petersburg Junior College and the Florida Community College System take equal care in removing barriers for transfering students to colleges and universities.

One of the main questions of the community/junior college student is "Will the

state universities accept my courses from the community college?" Florida has gained national recognition for articulation policies that allow that question to be answered with a strong "yes." Several key actions and concepts form the basis for these policies.

- Creation of Florida's community and junior college system founded by the Legislature in 1955 as an integral part of the state's overall postsecondary education system to provide access, equity, and quality to all Florida citizens (location, low tuition, and open-door admissions of the community colleges removed distance, economic, and social barriers to higher education.)

- The "two plus two" concept was established in public policy which guarantees the student the opportunity to gain the baccalaureate after graduating from a community college.

- Recognizing that to keep the door open for associate degree students seeking the baccalaureate, a formal, consistent, and enforced articulation process between Florida's twenty-eight community/junior colleges and the nine universities was established.

The Board of Regents of the State University System and its nine public universities and the State Board of Community Colleges and its 28 community colleges subscribe to and are bound by an Articulation Agreement that governs and protects the academic progression of transfer students from lower division to upper division levels.

This Articulation Agreement, central to the success of the "two plus two" concept, assures associate degree graduates of St. Petersburg Junior College upper division status upon acceptance by a Florida public university; insures acceptance of all course credits in approved programs; and is intended to produce equity with university native students. Components of the Articulation Agreement include the following:

- The Articulation Coordinating Committee: Composed of institutional representatives from both levels and relevant state agencies, has jurisdiction over all issues concerning transfer of students.

- Articulation officers: Required of each public university; responsible for articulation between the community colleges and the university.

- Common Course Numbering System: Provides consistency of definition for all courses offered in state colleges.

- Academic Calendars: Synchronized semester calendars provide smoother transition and consistency.

- Information sharing: Each public university must produce and distribute to the community colleges annually an up-to-date advisement manual and also must provide performance information about transfer students from each two-year college. In development is an electronic transcript system and the creation of a computer database network containing all pertinent admission and transfer information for each public university which will be accessible by each community/junior college.

St. Petersburg Junior College, committed to the purpose and goals of the Articulation Agreement, actively pursues ways to make the transfer process efficient and equitable for its students including:

- emphasizing and supporting a committed academic advisement staff;

- arranging articulation workshops with representatives from the universities;

- sending St. Petersburg Junior College representatives to articulation meetings hosted by the universities;

- organizing discipline meetings with SPJC and university faculty members for information sharing, as well as to resolve transfer problems within individual programs;

- monitoring the academic and transfer experience of St. Petersburg Junior College students in order to find and remedy problems and deficiencies;

- anticipating the impact of various policy initiatives affecting postsecondary education in Florida and making changes accordingly.

One of the major benefits of the articulation process in Florida is the complementary relationship it fosters between the two-year colleges and universities. This relationship allows lower division enrollment limits (and higher admission standards) at the nine state universities while the 28 community colleges provide open access and university parallel programs. Community colleges remain as the point of access for most students entering postsecondary education. The process encourages the completion of the Associate in Arts degree (the Articulation Agreement applies only to the Associate in Arts degree program) since students transferring without the degree are required to meet the university freshman admissions requirement. For example:

- new freshman enrollments in the universities are limited to approximately 10,000 students system-wide;

- new freshman enrollments in the community colleges are approximately 115,000 per year (40 percent full-time, 60 percent part-time);

- approximately 60 percent of baccalaureate degrees are awarded to students starting in the community colleges;

- approximately 75 percent of the minority students in upper division (junior and senior years) programs of the state universities started in community college.

St. Petersburg Junior College's vital role as a partner in the Articulation Agreement is illustrated by the following:

- more than 50 percent of each graduating class from Pinellas County Schools eventually attend St. Petersburg Junior College;

- approximately 40 to 60 percent of the Pinellas County seniors who graduate in the top 10 percent of their class attend St. Petersburg Junior College;

- St. Petersburg Junior College transfers to the University of South Florida account for more than 30 percent of all community college transfers to that institution.

In its commitment to meet the articulation needs of students at every level of the Florida education system, St. Petersburg Junior College recognizes and accepts its role for removing unnecessary obstacles to the educational success of Florida's citizens. We will continue to monitor changes and attempt to anticipate the needs of students to create an unimpeded transition from high school diploma or GED to Associate Degree to Baccalaureate Degree.

Student Performance Feedback

One of the enduring challenges facing administrative leaders in community colleges is that of collecting, assembling, and disseminating useful information to faculty and staff to assist them in undertaking their professional responsibilities. The realities of this challenge are that information gathering is a costly venture in terms of both equipment and, especially, human resources. It is slow in its development (in many cases there is a once-a-year opportunity for initiating new systems), it is easily given over to technicians for development rather than directed by policymakers, and it often produces results that contravene the "common knowledge."

Even those who are committed to the use of data and information in decision-making have not always assisted their own cause. Complex analyses of statistics are rarely part of policy development in complex educational organizations like community colleges. On the other hand, more simplistic descriptive statistics, generally reflecting an "average", tell us very little about the strengths and weaknesses of our services and programs. For instance, knowing that our students have a grade point average of 2.70 tells us virtually nothing about our ability to challenge the best students, nor the needs we have to assist the weaker students. Similarly, the fact that the average age of our students is 29 could be of questionable value to our marketing and public information services when one realizes that three quarters of all the semester hours taken are taken by students under 22 years of age.

Like so many other community colleges, St. Petersburg Junior College grew and changed in ways that confounded our more traditional means of viewing ourselves. Entering students represented a much wider range of educational preparation than ever before. Students progressed through the institution at different paces reflecting their personal employment and family constraints. Increasingly, students tended to identify skills and learning that they needed for specific employment possibilities expressing less interest in degree preparation, general education, and other support courses. As the college moved to two, then three, then four instructional sites, it became increasingly difficult to describe the entry or exit learning expectations for our courses and our curriculum.

To address all of these needs, in 1982 St. Petersburg Junior College undertook a major review of how the institution was collecting, processing, and disseminating information on students. A Staff and Program Development Grant was earmarked for the salary of an efficiency expert, whose task it was to simply document all of the many sources and uses of student information. His effort led to the creation of a 50 foot flow chart of stunning confusion documenting how information was being captured and used at the college. The flow chart also had attached to it virtually hundreds of different forms used to capture, or change, or request information. From this effort, the college solicited scores of volunteers—faculty and staff—who broke down the problem into eight or ten general areas, and undertook a "quality circle" approach toward development of strategies for improvement.

The resultant recommendations were later processed into a number of major tasks requiring redesign of the college's student records information system.

A major commitment of the college to support these developments was manifested in the redistribution of effort in the college's Data and Computer Services Department. A prioritization of the College's computing needs was undertaken to allow for a significant commitment (approximately 25

percent to 30 percent of the available computer resources) to be redirected toward the enhancement of educational and student services information systems. Several major projects, that now provide the College with an extensive and increasingly useful information support system, resulted from this commitment, now in its sixth year.

The first of these is our program monitoring activities. Each program director at the college is responsible for a definitive and careful documentation of all program requirements—pre- and co-requisites, entry test scores, grade point average requirements—for which students are held responsible. These "program templates" are stored in the College computer and retained for five years. Each subsequent year a new template is developed documenting any changes to a program that may have been approved during that time.

Upon entering the institution, students select their program of studies, and their records are linked to that particular program template. At any time the student chooses to change his or her program (with the approval of a counselor or advisor), his or her course history is linked to the newly chosen program. From the marriage of these two files—the student's course history and the program template—we are able to monitor compliance with our academic requirements at the point of registration each semester. This guarantees that students will meet program requirements in a manner that has been deemed most appropriate for successful learning and completion of the program.

It is probably important to note that a major consideration in this linking is the commitment on the part of the campus records offices to evaluate, in a timely manner, all transfer work and to equate that work to course work offered by St. Petersburg Junior College. Thus, the automated system serves transfer students, not just those who started their college career at St. Petersburg Junior College.

Of even greater benefit, perhaps, is our ability to communicate directly with students on their progress toward achieving their academic goals. Three times a year the college produces "Program Evaluation Reports" (PER) that provide a recapitulation of all of the student's academic information that the college has, and how that information is being applied toward the completion of a student's chosen degree program. These PER's restate transcript-type information, providing a complete course history for the student, a complete standardized test history, and a comprehensive summary of the student's credits earned, and grade point average. The courses are applied to the template, and the student is apprised of which program requirements he or she has successfully completed. Further guidance is provided on the PER as to which additional courses are still needed prior to being awarded a degree. Students are given this information several weeks before registration for subsequent terms in order to give them sufficient time to make appropriate selections for the forthcoming session.

Lastly, this tool allows students to simulate the impact of choices they might make in changing their academic program. Working with counselors and advisors, students can, through the computer, ask "What if I change my program?" have the computer apply all of their information against the template for the program under consideration, and provide them with a printout of how courses would meet program requirements.

The second major initiative undertaken was the development of the Student Tracking System which emerged from our efforts to understand, at a detail level, the nature of the drop-out problem in community college education. From our normal reporting series, we knew how many students entered the college each year, and how many students graduated each year. What we did not know, however, was the profile of students who made it from the entry point to the graduation point. We had no specific in-

formation on characteristics of students who persevered to the goal of a degree or certificate, versus those who failed to persevere.

The Tracking System assigns students into a "cohort group" upon the student's first registration after taking the entry placement test. Students who take the placement test come under all of the curricular requirements detailed above. Students whose relationship to the college is more temporal are thus excluded from this retention focus.

Each semester a new cohort group is determined. Each group is tracked individually, and will be reported on for 15 semesters. (The original cohort was identified in the Fall, 1984 semester.) A series of standard reports are issued each semester describing the following on a list of demographic variables (age, race, sex,), motivational variables (degree sought, employment status, intended duration of studies), entry placement descriptors (remedial needs in one or more areas), and by chosen program of study:

- the number and percentage of cohort members who are still enrolled, who are not enrolled in the reported semester, who have been "not enrolled" for at least three semesters (drop outs as defined by this initiative), who have been suspended or dismissed, who have graduated;
- the number of students who have never enrolled after the first semester in the cohort group;
- the number of students in the cohort who have graduated;
- the number of students in the cohort who have been suspended or dismissed;
- the number of graduates who have re-enrolled.

For each of the categories of enrollment (enrolled, not enrolled, dropped out) a series of supplemental reports are produced to permit analysis of academic performance. These indicators include:

- the average number of terms attended;
- the average credit hour load per semester;
- the average number of credits successfully completed each semester;
- a ratio of credits completed to credits registered;
- the average grade point average of the group.

The tracking system report is widely distributed in order to permit faculty and staff to view the pattern of student persistence (or lack of persistence) in moving through the college.

The third major area of student performance assessment is contained in Program Review reports. Working under contract, and in close cooperation with the staff of the State Board of Community Colleges, St. Petersburg Junior College provided direction to the development of an information-based "early warning system" that provides information on trends and indicators of student performance for both our Associate in Science (occupational) programs and our Associate in Arts (transfer) programs.

In the case of the Associate in Science early warning report, information that is provided to the State Board as part of other regular reporting requirements is reconfigured and sent back to the College to provide some insight into the enrollment and performance trends of the students in their programs. The program data is focused heavily on a three year pattern of enrollment increases or decreases and gives prominence to the most important consideration of A.S. pro-

grams, that being the pattern of program completers and placements in the field.

Other indicators attempt to give some insight into the level of resource support in terms of class size, program size, and equipment amortization. It is important to note that in every case a program, reported in this early warning system, is compared only to itself, and to some predetermined "indicators" which intended to signal movements or trends which might be of concern to the college. Institutions are required only to acknowledge the receipt and review of the data, but are not required to take any prescribed actions on any indicator. Again, the purpose of the report is to provide early indications of movements and to allow for local determination of follow up or other activities.

A similar "early warning system" has been developed to monitor the performance of community college students who have transferred to the State University System. Once again, employing student performance data that is already available at the state level, an extensive reporting series is produced to compare community college transfer students' performance with "native" students (who were admitted as entering freshmen into the university system). The report provides information at the level of each discipline (mathematics, natural science, social science, etc.) in each university.

Working from this base, the college has developed more detailed systems that provide information on student performance at the level of the majors in the university system. We are able to determine which SPJC graduates (by campus and SPJC major) are enrolled in specific programs at any of the universities. Further, we have developed the capacity to describe the performance of our students in specified courses at the university level. This tool is used to compare the distribution of grades in prerequisite courses taught at SPJC with the distributions in the subsequent courses at the university.

A candid assessment of our information systems demonstrates that the current capacity to *produce* useful information is slightly ahead of the ability to use the information. Yet as we continue to move toward greater focus on the outcomes and effectiveness of the educational process, we will all find the need to become information-based decision-makers. As we have been reminded, when an institution commits to measuring outcomes, information becomes the "coin of the realm."

Faculty Development

Despite advances in technology, and despite the benefits or challenges resulting from mandated changes, one salient fact remains concerning community college education: the continued renewal and development of faculty who are responsible for curriculum and instruction is of the highest importance. Colleges always have been, and will continue to be, labor intensive organizations. In most community colleges, personnel and related costs are approximately 75 to 80 percent of all expenditures. The majority of those costs are devoted to faculty salaries. The need to maintain the expertise of the faculty and staff seems so obvious—yet it often proves so difficult.

In many institutions, competing priorities and budgetary constraints often work against the appropriation of sufficient funds to maintain a Faculty Development Program. In the State of Florida, however, we are fortunate that the state law which authorizes community college education includes a mandate that each college set aside a Staff and Program Development budget. The amount specified is two percent of the prior year's state allocation. And while expenditures of these Staff and Program Development (SPD) funds at St. Petersburg Junior College have achieved many beneficial goals, the need for a more comprehensive approach in the budgeting of Staff and Program Development Funds, particularly for faculty professional development, has become increasingly evident in recent years.

Two events relating to faculty background and preparation occurring at the same time, seem to have provided the catalyst for the initiation of a comprehensive faculty professional development plan. The first was the adoption of the requirement of the Southern Association of Colleges and Schools (SACS) that each community college instructor must have an academic background that includes 18 graduate credit hours in his or her teaching field. While the overwhelming majority of St. Petersburg Junior College instructors met and exceeded this criterion, it became obvious that many others—including those whose graduate programs included education courses that emphasized teaching methodology—would need additional assistance in garnering the prescribed credentials.

The second event was the completion of a seven year cycle for faculty recertification, a responsibility of each community college under Florida law. The colleges' existing guidelines for meeting recertification requirements have come under additional scrutiny as the colleges have experienced significant change in the past few years.

Together with other mandates, the challenge to faculty of keeping current in rapidly changing fields, and the ongoing challenge of being a professional—one who never stops learning—impelled the College to revise Staff and Program Development activities.

The College's Faculty Governance Organization (FGO) expressed its desire to take a direct role in the creation of such a plan. St. Petersburg Junior College's growth in numbers of faculty, increase in physical plant, teaching sites, and programs was obvious to the FGO. To encourage faculty to grow professionally, and to develop in ways related to institutional goals, appeared to require total integration of our existing Staff and Program Development efforts with the additional consideration of rewards and motivation.

FGO representatives began meeting with the President and his executive staff and identifying the salient elements. The following were identified for the basic action strategy:

- to identify issues of collegiality that lead to faculty excellence;

- to develop a definition of faculty professional development;
- to develop a formal statement that would link faculty development to educational excellence;
- to explore methods of maintaining and increasing excellence in a partnership between faculty and administrative leadership.

To help release the creative energies of those involved, the College organized a day and a half workshop led by John Rouche, Director of the Community College Leadership Program at the University of Texas in Austin. Under his guidance, approximately 50 faculty leaders and academic administrators worked together to develop four major themes:

1. methods of stimulating and maintaining a commitment to professional development;

2. the relationship between reward and development;

3. issues relating to implementation of a development plan;

4. identification of a set of institutional values upon which the plan could be based.

The workshop produced a strong operational plan and led to establishment of a Faculty Development Task Force.

The charge of the Task Force was to develop a comprehensive plan that would:

- describe the responsibility of the faculty to participate in their own professional development;
- describe how recertification and credentialing are related to faculty development;
- describe a comprehensive program for evaluation of faculty along several dimensions;
- describe how evaluative information will be used to produce individual prescriptions and contracts to guide faculty professional development;
- describe a recognition and reward system for encouraging faculty development;
- describe how progress toward meeting individual goals for faculty development will be ascertained;
- describe the range of developmental experiences, and the conditions to be met by faculty for participation in each experience;
- describe a system for evaluating the effectiveness of faculty development.

Subcommittees were created to explore the literature on these areas, to meet informally with other faculty, and to prepare preliminary reports for the Task Force.

The evaluation subcommittee found support for evaluations that emphasized two major areas: first, the relationship of teaching to student performance and, second, recognition in the form of tenure, salary, or professional development opportunities.

Growth contracts and self-evaluation were introduced with specific examples from an article by Al Smith, "The Conceptual Framework for Staff Evaluation."[1] Student evaluations were viewed with caution "that the right question must be asked if the response is to be an indicator of the quality of faculty performance."[2] This subcommittee identified a "cautious feeling" that student ratings can be utilized with other methods of evaluation to appraise teaching performance.

The recognition and rewards subcommittee concluded that professional development should be rewarded through recognition, appreciation, respect, and opportunities to pursue growth activities. Creating alternatives within compensation systems were suggested including an "excellence points"

concept that could be used for sabbatical leave, acquisition of equipment, and personal/professional growth opportunities. The concept of a "career ladder" to extend recognition and rewards also was introduced.

The subcommittee on recertification and credentialing recommended that the external Southern Association of Colleges and Schools credentialing process and our internal method of faculty recertification be merged. They recommended a needs assessment of the faculty upon which a comprehensive plan could be structured. Lastly, they suggested that graduate level courses by offered by Florida's state universities at St. Petersburg Junior College for faculty sharing common needs.

Several structural recommendations of the Faculty Development Task Force have been implemented. Excellent and extensive bibliography and reference materials are located at each of our four instructional sites to assist faculty in pursuing their professional development.

A full-time associate vice president's position has been created to develop and lead the college's Staff and Professional Development activities.

The research and development of a position paper on Faculty Development was funded in summer 1987. That document has been distributed to faculty to assist in understanding the potential of a Faculty Development Plan.

The commitment of the College and its faculty to professional development were not limited to the efforts of the Task Force. The overall enthusiasm of the college administration and faculty toward enhanced professional development led to a major event that has given the insitution a refreshing vitality.

To mobilize and build upon the excitement for a comprehensive plan, the administrative leadership, working with the faculty governance leaders, took 50 faculty members to the annual conference of the National Institute for Staff and Organizational Development (NISOD) at Austin, Texas in May of 1987. The extraordinary range of programs and seminars available at this conference, with emphasis on teaching and learning strategies, allowed these faculty members to be exposed to many of the best staff and program development activities in America.

The bringing together of this large group of faculty from our four instructional sites created a dynamic of camaraderie and friendship. A spirited and enthusiastic group returned, and they have been encouraging the College to maintain its commitment to faculty development as a priority in the future. The impact of this experience was best described by the commentary of one of the College's most senior and well-respected faculty members. "In my 32 years of teaching, I have never felt so energized at the start of the year as I do now," he told his colleagues at our fall convocation.

The College was recognized at NISOD for its efforts by receiving the first annual "Quantum Leaps Towards Excellence" award in the area of faculty development.

The success of the 1987 NISOD trip has led to a further commitment to take more than 100 faculty and program chairpersons to the 1988 Austin convention.

The energy of the returning faculty from the NISOD convention led to the College's fall in-service day offering the same topic, teaching and learning strategies. In addition to information-sharing about activities being undertaken by the College, special seminars were established with regional and national experts to present issues relating to student learning strategies (especially concept-mapping), emergent issues on learning-disabled students, and renewed strategies on improving student retention.

The administrative and faculty leadership at each site also have undertaken a year-long series of creative, innovative, and highly relevant in-service activities.

The College has organized its instructional calendar to provide two hours on Wednesday afternoons when no classes are scheduled so faculty can attend in-service and professional development activities.

Professional development for community college faculty is one of those areas where no matter how far we go, the distance to travel always seems great. We at St. Petersburg Junior College, recognize that we have just begun our journey. Putting a comprehensive plan in place will take several years at least.

Yet, it is clear that we have begun with the two most important components of a total plan: commitment of faculty to professional development, and administrative support and encouragement for such activities.

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Contents

Community Colleges: Major Business Enterprises with Economic Impact ..... *William E. Piland, Richard Erzen* 1

Environmental Liability Issues Affecting Colleges and Universities ..... *Fredric P. Andes* 6

The Organization of the Community College Foundation Board ..... *Donald W. Bryant* 12

Recruitment, Retention, and Support of Minority Students, Faculty, and Administrators ..... *Manuel G. Rivera* 16

Montgomery GI Bill: Golden Opportunity for Community Colleges ..... *Bernell C. Dickinson* 21

Merit Recognition: The Acceptable Alternative ..... *Hans A. Andrews* 24

Literacy for the Non-Native English Speaking Population ..... *John D. Tucker* 28

Achieving Individually/Building Communally: Perspectives on Faculty Development ..... *Beverly B. Brown* 32

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Community Colleges: Major Business Enterprises with Economic Impact

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Most people realize that the educational and service programs offered by a community college make a significant contribution to the community it serves. However, few people are aware of or familiar with the role of the college as a major business enterprise. In this role, the college is an employer, consumer of goods and services, investor, landowner, and builder.

The college's transfer, career, developmental, and continuing education programs provide sound educational and training opportunities for district residents. In addition, the community college provides cultural, public service, and social benefits such as theater productions, art exhibits, senior citizens' programs, dislocated workers' services, athletic events, and a variety of other special programs, seminars, workshops, and non-credit courses.

Many of these programs and activities are familiar to students, faculty, staff, and board members associated with the college as well as to most citizens throughout the college district. Judged by the support most community colleges have received, it is reasonable to assume that large numbers of citizens recognize that the quality of life in an area is greatly enhanced by the existence of the colleges and the services they offer.

But a community college also makes a substantial contribution to its area's local economy. The earnings of its graduates, the increased knowledge and skills among members of the local workforce, and the help it provides in attracting new business and industry which results in an increase in property values throughout the surrounding area are a few examples. However, these economic benefits are not easily quantifiable.

In addition to these nonquantifiable economic benefits, other substantial benefits result from the college's business activities: jobs are created, money flows throughout the college district creating income for citizens, and increased funds are available to district financial institutions for loans to area residents and businesses. These economic impacts of a community college and their key elements can be estimated with reasonable accuracy.

METHODOLOGY

A model for estimating the economic impact of a community college on the economy of its district in terms of income-generation, job creation, and credit base growth is easily developed. In calculatina the estimates of income generated and jobs created, an income multiplier and a job-creation coefficient can be created or adapted from the literature. A conservative value for each can be used if the data collection process is to be a simplified one. To attain total accuracy for reporting data would be extremely costly and time consuming. In some cases, random sampling of records can suffice rather than an intensive search of every record. Therefore, conservative multipliers would com-

pensate to a degree for estimates which might lead to errors of overstatement.

In developing a model for economic impact, these three primary design parameters should guide the process:

1. The model should utilize fiscal-year data that could be readily derived or estimated from existing college records and documents without the use of time-consuming surveys of the faculty, staff, or students.

2. Applicable multipliers used in making calculations can be identified and drawn from previous studies done by generally accepted authorities on the economic impact of educational institutions.

3. The model itself should be relatively simple to use if the outcomes from its application are to be easily understood.

Data for college expenditures, financial aid, and account balances comprise the financial information fed into the model. Demographic data consists of numbers of college staff and students. A distinction between in and out-of-district financial and demographic information is required for accuracy in arriving at estimates.

The Income Multiplier

The concept of an income multiplier has been a generally accepted part of macro-economic theory for more than fifty years. It is based on the fact that a dollar spent by an individual or a business firm for goods or services becomes a dollar of income to some other individual or business firm who sold the goods or services. This second individual or business firm will then spend at least a portion of the dollar received which in turn will provide income to a third individual or business firm. This "chain of expenditures" will continue through several cycles so that the income-generation effect of the original dollar spent is multiplied by some factor. For example, the expenditure of one dollar at the beginning of a given year might have the impact of generating three dollars of income by the end of that year in a particular community, as a result of the "ripple effect" of the initial expenditures. The income multiplier for that community would have a value of three. As incomes are spent and re-spent the total income for a community is generated.

Previous studies of the economic impact of community colleges and universities upon their local communities have used income multipliers ranging from 1.45 to 2.35. The multiplier for a given area depends on its geographic size and its level of self-sufficiency. The smaller the size of an area and the more dependent its population is on goods and services from outside the area, the smaller will be the income muiltiplier.

Job-Creation Coefficients

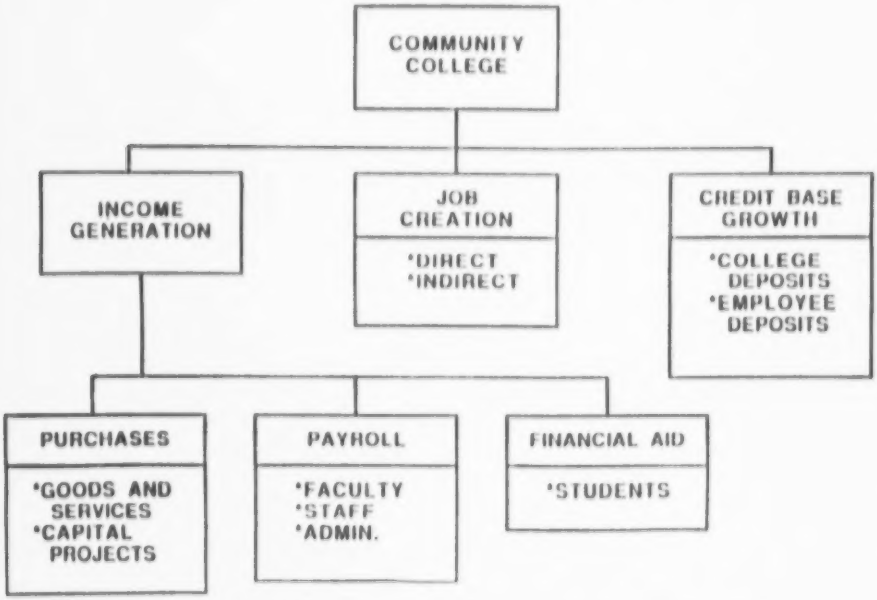
In addition to the jobs provided directly by a community college through the employment of faculty and staff, the expenditures made by the college, its employees, and students result in the creation of a substantial number of other jobs in the college district. Studies by John Caffrey and Herbert Isaacs suggest that a range from 70 to 90 jobs are indirectly created for each $1 million of college-related expenditures.

Credit Base Expansion Determination

Financial institutions require deposits in order to produce income and profits by loaning money to businesses and individuals. Some of the deposits must be kept on "reserve" but most is made available to the local community. The credit base expansion resulting from deposits in financial institutions can be calculated by combining the average savings/investments of the college and six percent of the in-district employee compensation. The six percent multiplier is the national average savings/investment rate from personal income as reported in the *Statistical Abstracts of the United States.*

The Economic Impact Flowchart (below) illustrates the three major economic benefits determined by the model and the major factors contributing to each benefit.

ECONOMIC IMPACT FLOWCHART



ECONOMIC IMPACT RESULTS

For illustration purposes, a hypothetical community college, Big Business Community College, is depicted here. The actual figures, however, approximate the results of an economic impact study conducted for a medium-sized, Illinois community college.

Income Generation

The estimated total income that was generated throughout the Big Business Community College district during the last fiscal year as a result of College business activities is derived from three major sources. These sources of income generation are 1) the direct expenditures made by the College for the purchase of goods and services, College Foundation expenditures, and the construction of capital projects; 2) the payroll of the faculty, staff, and administrators; and 3) the financial aid received by students.

Applying appropriate adjustments and multipliers to these major sources of income generation revealed that Big Business Community College added $19.9 million to the local economy.

Job Creation

Another significant economic impact resulting from the activities and programs of Big Business Community College is job creation. Big Business Community College,

both directly and indirectly, provides jobs for community residents. The College had the equivalent of 590 full time employees. In addition to the full- and part time jobs for faculty, staff, and administrators, many other jobs exist throughout the community as a result of the College's business activities. Based on a conservative job creation coefficient, an additional 931 jobs were indirectly created. Thus, the total job creation impact of Big Business Community College was estimated to be the 590 direct jobs plus the 931 indirect jobs, or a total of 1,521 jobs for community residents.

Credit Base Expansion

Financial institutions throughout the Big Business Community College district benefit from the checking and savings deposits, and the investments made by the College and its employees. These funds add to the credit base of these institutions and enable them to engage in lending activities. Likewise, borrowers benefit from the increased availability of funds for business and consumer loans. Big Business Community College had an average of $2,016,818 in deposits and investments with district financial institutions. In addition, of the $7,003,344 of take-home income earned by College employees living within the district, it is estimated that approximately 6 percent or $420,201 was added to the credit base of area financial institutions. Thus, the total expansion of the district credit base attributable to the College and its employees amounts to $2,016,818 plus $420,201 or $2,437,019.

STUDY RESULTS AND THEIR USES

As a result of this study, representatives of a community college will be able to present information to civic leaders, business leaders, the general public, lawmakers, and other government officials which will demonstrate in understandable terms the major quantifiable economic benefits that accrue from the college to district residents, but which are often ignored or overlooked. Such information should prove to be valuable in developing and/or maintaining support for the college throughout the district as well as at the state level.

It is important for local community leaders to be made fully aware of the significance of the college in its functions as a business enterprise since these leaders will play a major role in shaping the future of the college and providing the level of support it receives. Likewise, the general public can be shown that their tax dollars not only help support a fine community college which offers outstanding educational programs and services, but that there is a substantial economic return on the investment of those tax dollars in the form of job creation, income generation, and credit base expansion throughout the district it serves.

Also, legislators, the governor, economic development professionals, and other state officials who are involved in the development of the state budget and appropriations decisions can be made more aware of the important direct economic benefits which accrue to state residents as a result of their investment in public community colleges.

The results presented from the economic impact study could become a key part of the information provided in press releases, promotional brochures, advertisements, presentations by college personnel, or other marketing and public information efforts of the college. An impressive public relations "package" could be developed which could focus on the college's vital role in economic development. Such a package could contain slides, transparencies, or charts which could be used with presentations in the community. A short script could be developed to accompany the visual materials.

CONCLUSION

The authors have conducted over twenty-five economic impact studies for community colleges in Illinois and California. The results

have been impressive. A large, multi-campus, urban district (City Colleges of Chicago) generated $178 million in income, created 12,132 jobs, and added $160 million to the local credit base. A large, single-campus, suburban type district (Palomar College in San Marcos, California) produced $39 million in income, 2,655 jobs, and a $1.7 million expansion of the credit base. Even relatively small, rural community colleges such as Lake Tahoe in California and Rend Lake in Illinois accounted for $3.5 million and $7.4 million increases in income, 237 and 511 jobs, and increased the credit base by $91 thousand and $2.5 million respectively. These figures are for a one fiscal year period.

Many colleges have also received numerous benefits from study results. Kankakee Community College in Illinois generated a headline in the Sunday edition of the local newspaper which proclaimed "KCC Impact: $15 Million and 939 Jobs." Mira Costa College in Oceanside, California received favorable press coverage in five area newspapers. The results of Palomar College's study were reported in the *Los Angeles Times*. Sauk Valley College in Dixon, Illinois created a flyer based on study results which was distributed widely within the community to illustrate one way the College contributes to local economic development. Lake Tahoe Community College sponsored a press conference to announce the study results. The conference was attended by representatives of the electronic and print media.

The economic impact a community college has on its district is often substantial. The amount of income generated, number of jobs created, and amount of addition to the community's credit base are usually impressive economic indicators. These indicators frequently portray the college's impact as equal to that of a sizeable business enterprise. The economic return-on-investment to district residents proves to be significant, and, coupled with educational and auxiliary benefits, makes investment in a community college a worthy one.

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Environmental Liability Issues Affecting Colleges and Universities

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Despite the complexity of the environmental regulatory structure, the environmental laws are today being enforced in a more aggressive fashion than they have ever been. In addition to the filing of civil and criminal actions by the government, many citizens are today using the courts to pursue their claims of environmental injury.

Yet, in comparison to many industry groups, the colleges have done a poor job adapting their practices to the varied environmental requirements. This is especially troubling given the acknowledged importance of instilling "environmental values" in all of our young scientists.

Moreover, although environmental compliance is a significant cost of operations, very few schools have made a bona fide effort to develop cost effective compliance strategies. The schools have also done comparatively little to protect themselves, or for that matter their administrators, faculty and plant managers, from financial exposure. One reason why such protective steps have not been taken is that many colleges share a general belief that the environmental requirements do not fully apply to them. They do not regard themselves as users of chemicals, much less toxic chemicals. Also, the college community has to date emerged relatively unscathed in the "environmental wars". You have not been a primary target for state and federal enforcement officials, or for citizen suits. However, I can assure you that this situation is changing.

The use of hazardous chemicals—whether for research or manufacturing purposes—has become an extremely complex and high-stakes endeavor for everyone involved. Colleges, universities, and research laboratories are no longer being passed over in the application of the environmental laws, including the stringent new criminal provisions.

I would dare say that not a single one of you believes that you could possibly find yourself before a grand jury as the target of a Department of Justice criminal investigation. After all, your schools are not midnight dumpers of hazardous wastes. Nor would you purposely mislabel dioxin as ethyl acetate. What must be understood is that you can be held civilly and criminally responsible for relatively minor and inadvertent offenses. For example, did someone on the staff sign a manifest that listed only ten solvent wastes, when in fact there were fifteen? Did one of your students pour a chemical down the drain without ever having been instructed to the contrary by someone at the school? Such actions could result in major civil and criminal penalties for the school and for school officials.

Prosecutors are today more willing to bring criminal charges for environmental crimes, and judges and juries are more willing to convict. It is only in recent years that pollution has been considered a crime in the United States. Now, many regard it as a violent crime, a crime against the person. (Those of you with a sense of history may be consoled by the fact that this is not without precedent, as an Englishman was executed in the 14th Century for violating a Royal Proclamation on smoke abatement.)

This new regard for environmental regulations has led to a number of parallel developments. Of paramount concern is that prosecutors and courts are no longer content with mere civil fines or criminal sanctions against the responsible organization, such as a corporation or college. For instance, prosecutors are increasingly going after corporate officials, and they have been getting convictions. As the law is developing, the courts have held that the corporate official and plant manager (like the college administrator or lab instructor) are today well educated on the effects and dangers of the substances utilized in their facilities. Thus, when policies are so lax as to allow violations to occur, they do not see the violations as being inadvertent, and are holding corporate managers responsible—even when those persons had no direct knowledge of the violation.

The type of conduct that I am talking about here is not specific action taken with intent to violate the environmental laws. Rather, this is a failure to act, or nonfeasance. For example, the facilities manager or administration official may delegate the task of cleaning up a spill or of proper waste disposal or of setting up an employee training program, and that task is not done. Corporate officials have been convicted on criminal charges under this doctrine.

Prosecutors and courts are now even venturing beyond the nonfeasance theory, and adopting the reasoning that the knowledge of lower level employees can be imputed to senior management. Thus, in one case, a university dean was called before a grand jury because of a lab instructor's improper disposal practices.

Believe it or not, however, my purpose is not simply to scare you. Rather, it is to urge you to gain a familiarity with the environmental laws as they apply to your schools; to recognize the potential for financial exposure of your schools as well as personal risk to school officials, and to take prudent steps (such as undertaking an environmental audit, establishing written compliance policies, and verifying the adequacy of insurance coverage) to minimize future problems.

ENVIRONMENTAL LAWS

Let me review, just briefly, several of the environmental laws that you should be aware of. While my discussion will be limited to the federal laws, you should be aware that there are parallel and often stricter state and local requirements, which differ widely depending on the state and community in which the school is located.

Superfund

The Comprehensive Environmental Response, Compensation and Liability Act, or Superfund as it is called because of its several billion-dollar fund for cleanup of waste sites, is a law that I am sure you have read and heard a lot about. Superfund provides the mechanism for the government's response to emergency releases of toxic substances *and* for the cleanup of the thousands of waste sites that have resulted from the decades of hazardous waste mismanagement in this country.

It is only recently that colleges have begun to find themselves involved in the so-called Superfund cases brought to clean up waste sites. However, already a significant number of schools have been brought into these cases as potentially responsible parties, faced with possible major liabilities for cleanup of contaminated land and groundwater. In fact, my firm is representing 36 colleges concerning the Maxey Flats site in Kentucky, at which low-level radioactive waste was disposed.

For those of you who are not familiar with Superfund, let me briefly describe what is likely to be in store for you if any of the hazardous substances generated by your school have ever been disposed in the ground.

After a hazardous waste site is discovered, EPA begins the process of studying that site to determine the nature of the long-term remedial action that should be taken. The agency will send out so-called notice letters to entities whose wastes—usually through no fault of their own—have been brought by a transporter to the site for ultimate disposal. The letter informs each entity that it can be held liable for the entire cleanup of the site and that this liability will be assessed without regard to any precautions that may have been taken (i.e., it is strict, joint and several liability.)

In all likelihood EPA will have identified a number of entities which might collectively account for around 30 percent of the hazardous wastes in the site. Translated into dollars, this means that if it became involved at the site, your school could have to pay for the cleanup of more than three times the waste it contributed.

The recent amendments to Superfund have increased the liability risks to potentially responsible parties. There are strict new provisions governing the extent to which a waste site must be cleaned up—the "how clean is clean" issue. It is estimated that these new requirements will at least *quadruple* the cost of the average waste site cleanup. In addition, EPA's Superfund enforcement authorities have been strengthened. These changes make it doubly important that colleges carefully assess their potential Superfund liabilities, in order to effectively address current problems and to minimize the likelihood of such problems occurring in the future.

RCRA

The Resource Conservation and Recovery Act is the second major environmental law that I would like to briefly discuss. It is the primary law governing the present handling of hazardous wastes from their generation to disposal.

Every participant in the hazardous waste chain has affirmative responsibilities under RCRA; these include the generator, the transporter and the owner/operator of a waste treatment, storage, or disposal facility.

Your schools will fall into the generator category. You likely dispose of mixed solvents, reagents, reaction products and excess chemicals of all types. For example, the disposal of benzene or carbon tetrachloride used as reagents or solvents, or of chromic acid solutions used to clean spent glassware, will lead to RCRA generator responsibilities.

However, often colleges do not understand that they are generators of toxic substances, much less that they do not abdicate responsibility once the waste is transferred. Stated another way, generators are responsible for the ultimate safe disposal of their wastes. They therefore must select reputable transporters and treatment or disposal facilities, and verify that packaging, storage, transportation, and disposal practices comply with hazardous waste regulations.

Until 1984, many of your schools were not subject to the panoply of RCRA requirements for hazardous waste generators because they were classified as "small quantity generators." The 1984 RCRA amendments changed that. The threshold for inclusion in the RCRA regulatory scheme is now 100 kg/month (about the equivalent of half a 55-gallon drum). Because of this change, many schools will now be subject to detailed permitting, storage, shipping, recordkeeping and other requirements.

Another important change due to the 1984 RCRA amendments is the impending ban on land disposal of hazardous wastes. This ban makes it imperative that you examine your alternatives to land disposal, making economic comparisons between off-site disposal, recycling, and recovery. Serious consideration must be given to non-disposal

options, such as modifying the processes to substitute less hazardous substances. For example, isopropyl alcohol may be equally suitable in physical experimentation as is carbon tetrachloride. Solvents can be selected to minimize hazards and increase recoverability. The American Chemical Society has for years urged that a reduction in sample sizes can be had without jeopardizing the experiment.

The Clean Water Act

The Clean Water Act is also a critical piece of legislation that I will briefly touch upon.

The Act operates primarily to maintain clean water by preventing the discharge of pollutants into the nation's navigable waterways. If, as I suspect, most of you discharge water to a municipal water system, the Clean Water Act regulates you through generic pretreatment standards.

You cannot, for example, pour highly toxic or corrosive materials down the drain, as most municipal treatment facilities are not equipped to handle them. Such a discharge could subject the lab, the student, or the lab instructor to severe liability. As I emphasized, the prosecution of individuals other than the responsible actor is also on the rise. Thus, the spectre of university officials becoming the targets of criminal environmental prosecution is, unfortunately, increasingly real.

The recent amendments to the Clean Water Act, enacted over President Reagan's veto, significantly increase potential liabilities for discharges to municipal sewer systems. Civil penalties are now available in amounts of up to $25,000 per day, and these penalties can be obtained by EPA either through going to court or by EPA administrative action, without any need for a judicial order. Criminal penalties have been increased as well. In addition, criminal penalties are now available even for negligent (i.e., not intentional) discharges to a sewer system which violate *no* law or regulation, if a judge later determines that you *should* have known that the discharge could cause personal injury or property damage. These new provisions make it advisable for each affected school to work closely with its municipal water treatment authority to ensure that a reasonable regulatory system can be worked out at the local level, to address the municipality's water treatment needs with a minimum of disruption for the school.

RIGHT TO KNOW

Although not technically an "environmental" law, the so-called "*Right-to-Know*" legislation is a growing phenomenon around the states, and at the federal level.

These laws generally function in the employment context, making employers responsible for informing employees of hazards to which they are exposed and training them in methods of safe handling and self protection. Additionally, a number of state laws extend beyond employment, requiring that surrounding communities be informed of hazardous substances used or stored at the facility.

While not all of these state laws include labs within their coverage, many do (e.g., Connecticut, New Hampshire). Thus, some of you have already or will have to undertake initial or annual training of employees, posting of notices, filing of material safety data sheets, and providing information upon request to members of the surrounding community.

OSHA promulgated in November 1983, a standard similar to these state laws, but confined to the manufacturing sector (SIC Codes 20-39). In August 1987, OSHA expanded its standard to cover *all* employers including colleges. Compliance was required by May 23, 1988. The standard does exempt laboratories from some of the detailed regulatory provisions but non-laboratory employees at colleges will be covered by the

full panoply of requirements if they can be exposed to hazardous chemicals in their workplaces. In some States (*i.e.* those without OSHA authorized occupational safety and health programs) the OSHA standard will not apply at all to public colleges; those schools would still need to comply with any applicable State right-to-know requirements.

OSHA is also in the process of developing a "Lab Policy" which would apply to all "laboratory uses of toxic substances." The policy would require the development of a "chemical hygiene plan" involving employee training, maintenance of existing ventilation or control equipment in good working condition, and the like.

The other major new development in the right-to-know area, which many of you have probably heard about, is the "Emergency Planning and Community Right-To-Know Act of 1986." That act was signed into law as Title III of the Superfund Amendments and Reauthorization Act of 1986 (commonly called "SARA"). Title III is not actually part of the Superfund law; it is a separate act. I understand that some schools have come to the belief that Title III does not apply to them, that schools are somehow exempted. I cannot state too strongly that this is *not true*. It is true that *some* of the requirements do not apply to schools. However, several major provisions *do* apply; further, these provisions require covered facilities to take action *soon* to comply with the new requirements. In fact, some important deadlines have already passed. For instance, *by May 17, 1987*, any facility that has a listed "extremely hazardous substance" on site in an amount in excess of the EPA-set "threshold planning quantity" was required to notify its state emergency response commission that the facility is covered by certain emergency planning requirements. Failure to comply with this provision and the other applicable requirements can carry stiff civil and criminal penalties. I urge you all to take a close look at Title III and at EPA's implementing regulations.

TOXIC TORTS

Toxic torts are the claims brought by persons—including your students and employees—alleging injury due to exposure to hazardous substances. From a liability perspective, this area of environmental exposure will soon eclipse all others in terms of importance.

These so-called toxic tort cases have been growing by leaps and bounds. Schools have been named as defendants in at least half a dozen of these cases. For every disposal site, there are hundreds of potential plaintiffs. For every misuse or accident in a lab, several persons may be exposed. And, as the law is evolving, it is becoming much easier for the plaintiffs to win.

ENVIRONMENTAL INSURANCE

Having left you with no doubt as to the enormous potential "environmental liability" your schools face, I will close by noting that adequate insurance for environmental occurrences is today almost non-existent.

The reasons for the crisis are varied. Reasons often cited are the declining interest rates and financial mismanagement within the insurance industry, as well as the absence of reinsurance and the draconian environmental laws such as CERCLA which greatly enhance liability and render traditional insurance risk analysis impossible.

Unfortunately, unlike in other areas where events are cyclical and adequate liability insurance is again becoming available, it appears that the crisis in the environmental impairment area will not significantly abate unless and until the environmental laws are moderated.

Businesses have handled the threat of going without environmental insurance in a number of ways. However, colleges have taken few, if any, steps to minimize risks. It is essential that schools address this problem in order

to reduce the risk of potentially ruinous liabilities.

In summary, insulation for colleges from environmental regulation and financial exposure is a fading concept. Your environmental responsibilities are significant, and are growing each year. Awareness on the part of schools must increase because of the need to provide an environmental education to your students, as well as your own potential civil and criminal liabilities.

The Organization of the Community College Foundation Board

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In the climate of the 1980's, community colleges are having to turn to alternative sources of funding as local and state tax resources dwindle and as federal grant opportunities disappear. Community colleges are turning to private sources of philanthropic support and, in order to attract and process such support, colleges are establishing foundations. In recent years much has been written about foundations, but a search of the literature shows a serious void in information about foundation boards. There is ample material on types or sources of potential funding, types of fund-raising activities, fund raising details, accounting for the funds, marketing the foundation and college, and other informational areas of the foundation. However, the one area that seems to be omitted deals with the organization and the concomitent structure and composition of the policy-making entity.

What difference does a policy making body make? How should it be organized? What is optimum size? What are the criteria for member selection? What length are board member terms? Questions abound that the literature does not answer or address.

Carteret Technical College, a member college of the North Carolina Community College System, located in Morehead City, North Carolina, has had a foundation board since 1976. However, little financial support for the college was raised during its first five years of operation. In the last five years, a substantial sum of money has been raised through a yacht donation program. These funds, however, were raised with minimal board involvement. A few professional college staff members raised these funds which were generated not so much from benevolence but from a mutually beneficial financial arrangement between the foundation and the donors.

With the drastic changes in the new tax law and the lowering of tax rates, charitable giving will probably take a beating, especially when donor motivation stems from factors other than true benevolence. In recognition of this fact and the fact that other sources of funds need to be mobilized, I raised the question in January, 1987 about restructuring the foundation board to maximize board member talent in the fund raising process.

The composition of the foundation board at Carteret includes the 13 members of the college's board of trustees, the college president, and five additional members from the community selected by the college board. In other words, it is comprised mostly of college trustees. Trustees in the North Carolina system serve without compensation and are charged with the responsibility to formulate policy for the various colleges. This is a time consuming charge by itself without the added responsibility of serving on foundation boards. Do the trustees have the time for this additional responsibility? Does the current structure maximize the impact of the foundation and college in the community?

I was charged with the responsibility of finding out what other colleges in the North Carolina Community College System were doing relative to a foundation board.

Consequently, all of the other fifty-seven community colleges in North Carolina were surveyed during April, 1987 to accumulate data on their foundation boards. It is fully recognized that limiting the study to one state and/or system poses certain problems about findings and their applicability to other states and systems. However, educational institutions and their support entities are enough alike to warrant drawing conclusions which should be readily applicable to college foundations in other areas.

Of the 57 colleges surveyed, 50 responses were received (88 percent). North Carolina community colleges are clearly assisted by foundations because 41 of the 50 respondents indicated that their college had established a foundation.

The composition and structure of foundation boards seems to be somewhat of a problem in several colleges. Eleven of 41 respondents (27 percent) indicated that the composition of the board was not adequate. The problems can be summarized in terms of board size, board composition, and interest of board members. Several respondents indicated a need to increase the size of the board. A few respondents indicated a need to decrease the size of the board. Others indicated that the current board members are not interested in the activities of the foundation. Others indicated a need for compositional change. One respondent said, "All trustees serve and constitute a majority; a good trustee is not necessarily a good endowment board member."

How many members are on the typical foundation board? The largest board has 50 members; the smallest board has five members. The average board size is 21 members. The median number of board members is 20.5. It must be remembered that 30 of 41 respondents indicated that they were satisfied with the size of the board. A few indicated a need for a slightly larger board. The optimum size would seem to be between 20 and 30 members. Board size also has a bearing on the problem of interest because it was felt that increasing the size would infuse new interest into the board.

Composition is also deemed to be a concern, and trustee involvement, a major element of composition, seems to have a direct bearing on the interest problem. Most boards have a minimum number of trustees on the foundation board. Our college has all 13 college board members on the foundation board. Five other colleges have all 12 politically appointed trustees on the foundation board (these colleges did not include the Student Government Association representative who is by law a non-voting member of community college boards in North Carolina); one college has eight trustees, two colleges have four trustees; ten colleges have three trustees; ten colleges have two trustees; ten colleges have one trustee; and two colleges have no trustees on their foundation board. The average number of trustees serving on a foundation board is 3.6. The median number is two trustees. The trend seems to be to minimize the number of trustees who are foundation board members and to comprise the board with members who are expressly interested in foundation activity. It is advocated that two or three trustees serve on foundation boards to provide liaison.

Another element of composition concerned whether the college president should be a member of the foundation board. In only eight colleges (20%) is the president not a member of the foundation board. The president as the most visible member of the college community is needed to market the college and foundation and to provide administrative liaison between the college and foundation.

There are many different types of occupations currently represented on the foundation boards. The professions were disproportionately represented on the boards as opposed to those representing other occupations. Table I indicates the types of occupations most often mentioned as repre-

sented on foundation boards; the numbers indicate the frequency of mention for each type of occupation.

TABLE I
Occupations Currently Represented on Community College Foundation Boards in North Carolina

Corporate executives	27
Bankers	26
Business owners	22
Attorneys	16
Retirees	15
Real estate agents	13
Physicians	11
Housewives	10
Accountants	9
Educators	7
Insurance agents	7
Newspaper executives	4
Farmers	3
Barbers	3
Architects	3
Druggists	2
Other medical	2
Ministers	2
Broadcasters	2
Judge	1
City executive	1
Mortician	1
Contractor	1

If expansion of foundation boards is important, as is the composition of such boards, what criteria are paramount when selecting foundation board members? Table II indicates the criteria listed as most important when selecting foundation board members.

TABLE II
Important Criteria for Selecting Foundation Board Members

Ability to obtain or give funds	26
Community leadership	19
Interest and support of the mission and goals of the college	16
Respect or status in community	12
Geographic coverage of community	3
Affirmative action consideration	1
Motivation	1

It is obvious that foundations are looking for people who have an interest in the mission and goals of the college and who are willing to either give or seek funds for the college. It is also important for members to be influential leaders who are respected in the community. All other considerations pale in significance in contrast to these few considerations.

There are at least two other considerations that affect the composition of foundation boards. One is the length of terms of the foundation board members. Length of terms varied from one year to an indefinite term; most college foundations have terms of three years (26 of 41 or 63.4%). Table III indicates the variation in length of terms. There is a tendency to have shorter terms because inactive members can be replaced. On the other hand, active and productive members can be reappointed.

TABLE III
Length of Terms of Foundation Board Members

1 year	3
2 years	3
3 years	26
6 years	3
8 years	2
Indefinite	4

The other consideration is how foundation board members are appointed. In most instances, the members are appointed by the trustee board chairman, a committee of the board, or the full board. A legal caveat is in order about foundation appointments. Foundations exist to support the mission and purposes of the college. Some foundations are allowed the leeway of appointing their own members. Since foundations should be accountable to the college board of trustees, it might be prudent if trustees retained control of the foundation appointment process. On the other hand, foundations operate according to legally constituted policies and bylaws usually initially formulated by the trustees. Consequently, parameters of foundation behavior would be set

by these legal documents. A firm legal structure needs to be generated to build a firm understanding of the relationship between the trustee board and the foundation board.

It is obvious that structure and organization of the community college foundation board presents some complex issues. However, if the board is not properly constructed and organized, the efforts and results of the board will be less than anticipated. This cannot be tolerated in the climate of the 1980's.

Viable boards appear to be those that have between 20 and 30 members, who have an interest in the mission and goals of the college, and who are willing to either give or seek funds for the college. Members must also be influential leaders who are respected in the community. Terms of members should not be excessively long, with three years as a suggested term with the opportunity to be reappointed. Occupations important when considering appointments are: bankers, physicians, attorneys, corporate executives, local business owners, accountants, and real estate professionals. It is also important for the college chief executive to be a member of the foundation board. If trustees control the appointments to foundation boards, they must be very attentive to the criteria that are predictive of effective foundation boardsmanship.

Lastly, trustee involvement on the foundation board is important but no more than two or three trustees should be on the foundation board. The reasons for this are simple. One has to do with the functional differences between these types of boards. The other concerns the time necessary for these multiple, disparate functions. As one respondent stated, "We made the mistake of automatically putting our trustees on the foundation board; some trustees should be on it but not all of them." If these suggestions are followed, community college foundations will be able to operate more effectively and efficiently, thereby meeting their financial goals.

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Recruitment, Retention, and Support of Minority Students, Faculty, and Administrators

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The community college differs from other higher education institutions in its philosophy of access. It's important to recognize this simple element of distinction in order to become cognizant of the issue of recruitment and retention of minority students and personnel in a community college.

We need to recognize the barriers to access to the community college by minority students and the employment and promotion barriers of minority faculty and administrators.

The single most important requirement for an institution to recruit and retain minority students and staff is the creation of a climate conducive to acceptance, understanding, and an underlying philosophy that success of students and staff is important to the institution.

RECRUITMENT AND RETENTION OF STUDENTS

A student centeredness philosophy in the college with special efforts to recruit and retain the underrepresented groups must be the underlying philosophy of the college.

Recruitment

The recruitment of underrepresented groups is unique for each group. What works for Hispanics does not necessarily work with Blacks, Native Americans, or Asians. What works in Laredo, Texas, does not necessarily work in San Antonio, Texas. We need to know our community. The community college must conduct an intensive research of the community. While an institutional researcher would be most appropriate, there are publications available that let the college know where and who the minority populations are. Use these resources to determine who and where to recruit.

Establish short and long term goals for recruitment. One cannot go into a community and expect instant results. For example, there has not been participation in higher education by Hispanics for many generations; therefore, we are actually recruiting the first generation higher education student. Compare this student to the student who has brothers, sisters, parents, and other relatives who have attended a college or university and thus are familiar with higher education.

Long Term

Long term recruitment of minority students requires intervention early in the educational pipeline. Agreements with elementary schools and junior high schools are essential. Model programs already exist in many states. This is the primary reason why the University of California can now have a freshman class that reflects the ethnic composition of the State. At San Bernardino Valley College we bring 7th and 8th graders twice a year to the campus and provide them with the experience of being on campus and meeting all kinds of people. We provide them with role models, i.e. women and minorities as speakers and presenters at workshops. Students in the early grades need to know that if they go to school and stick with it they also may be able to succeed.

Other activities that we provide to bring students to the campus at this early age are related to athletics. We provide clinics and workshops and sponsor events to bring the students to the campus. We hope that we can provide the goodwill and the idea that education is accessible and reachable.

Another comparable program is Project Upbeat of California State University, San Bernardino, where gifted students are identified and tracked at the 8th grade level. Lectures by University professors are provided on a regular basis throughout the year and students are given a pin with the year that they will become freshmen.

Short Term

Short term recruitment of minority students can produce results in a relatively short period of time. The target population is 10th, 11th, and 12th grade students. While recruitment can be conducted in other places and among other populations, there has not been an active cultivation of the high school student as a potential higher education student. We are becoming quite concerned that now that there is an increase in the percentage of Black and Hispanic high school graduates, we have not seen an increase in the number of students in higher education.

Due to dropouts, or what are commonly now designated as pushouts, we are already omitting a great proportion of the school population, since the drop out rate for Hispanics is about 50%, with the rate for Blacks slightly less. Special efforts for the recruitment of these dropouts require other interventions that may be more costly and less effective than programs outlined here.

Articulation with the high schools in an active and meaningful manner can increase the participation of minorities in higher education. Participation of the community college in the high school programs, e.g., speakers, consultants, special visits, special programs, can enhance the participation.

Recruitment one day per year is not enough. Special efforts are needed for a continuous relationship with the schools. At San Bernardino Valley College, we hire the high school counselors on a part-time basis to expose them to our institution and to ensure that they know how we function.

Retention

The recruitment and retention of minority students is an institutional responsibility. While certain units are responsible for specific functions, all persons in the institution can contribute to the effort to recruit and retain minority students. Counseling services is more involved in the process of recruitment than other areas of the college, but faculty and staff also contribute to the recruitment effort.

The effort to retain students falls more on the faculty and other members of the staff. It is in the classroom where difficulties are first encountered. A faculty member may provide academic support and then referral services to other areas of the college, e.g., tutoring, counseling, and financial aid.

Financial aid in fact is so important for the minority populations that unless the college has a program of support of students, many will drop out to support themselves. For the most part, minority populations are poor and do not have the resources to attend higher education on their own. Our assumption that parents contribute to the education of their children just does not apply to the minority population. Workstudy programs are essential in addition to financial aid.

At San Bernardino Valley College we have a unique blending of two functions in a program called Puente. Here, a faculty member is responsible for the teaching of writing to Hispanic students. A counselor is responsible for the counseling of these Hispanic Puente students. What is different is that the counselor attends all class sessions and is cognizant of all academic questions that

students may have. Mentors and field trips are also provided.

Assessment and counseling are essential for minority students. The decline in quality of high school education and other issues related to the American high school has produced high school graduates who are not able to write, compute, and read. We need to have assessment instruments that will assist in the placement of students. We should not use only one criteria for placement. Other indicators are important. Reliability and validity of tests is crucial. We should not use testing as a barrier to access, but as a tool to improve retention.

Student services are an integral part of the retention effort. While the faculty member may identify the problems in the classroom, the issue may not be related to academic deficiencies, but more likely to a student service area, e.g., child care, financial aid, counseling, assessment, and so on.

It is very difficult to move a college into a cooperative effort, working as a team to retain students. But we must make these efforts and hold managers accountable for the "interfacing" with other managers/administrators.

RECRUITMENT AND RETENTION OF FACULTY

The following college characteristics will most likely increase the pool of applicants for positions at the college:

- Reputation for openness in searches.

- Recognition of special abilities, e.g., bilingualism and work experience in diverse cultures.

- Demonstration at the interview stage that you are truly interested in the candidate, e.g., special efforts are made in the recruitment process.

- A reputation for professional growth and development. You invest in people and you develop them to their fullest potential.

Recruitment

Faculty is the most important element in the student's life. The classroom is where the interaction occurs between student and faculty. Recruitment efforts may not be fruitful if the faculty is not aware of the student population; therefore, the college needs to adopt the criteria that it seeks in the selection of faculty. We seek faculty who can relate on an academic and personal level to a diverse multicultural environment. If students from minority backgrounds comprise the student body, then faculty must be able to teach these diverse groups.

It was assumed in the past that if there were minority students enrolled, then only a minority could fill that faculty position. Not true—you need a faculty member who can relate to and teach your student body. A minority faculty member should also be given the opportunity to be in a non-minority college, and not "boxed in" only in certain types of institutions.

The recruitment of minority faculty members is a complex matter. It is more complex than the recruitment of minority students. The pool of faculty is limited, but it is there. Basically, a minority faculty member can be recruited as follows:

- Lure minority faculty members into leaving their present positions with offers that they cannot refuse. A network of knowing where minority applicants are located is essential.

- Advertise and visit universities and colleges that have minority enrollments in great percentages. If the college wants to recruit Black faculty, then the college needs to recruit in the historically Black colleges. To recruit Hispanics, the college should look to universities with large numbers of Hispanics, such as Panamerican University, The Uni-

versity of Texas at El Paso, the University of New Mexico, and so on.

• Presidents and vice presidents of academic affairs need to be committed to the recruitment of minority faculty. It is essential at the departmental level and college level that minority candidates are treated well and that they leave the campus with a positive feeling—they will refer candidates to you later.

• Insure that interview expenses are paid or partially paid. Look at your community and then sell it to the minority faculty member.

Retention

The climate that you provide minority faculty members will determine to what extent they stay in the college or become disinterested in your student body. The single most important element is that of not placing the faculty in a fishbowl and assigning them too many committees. Minority faculty members are expected to be minority experts overnight and sometimes this creates a lot of resentment in faculty who do not have the resources to provide the extra services. All faculty should be expected to relate to the minority student body, not only the minority faculty.

RECRUITMENT AND RETENTION OF ADMINISTRATORS

Administrators have more information about the college than any other group the college is trying to recruit and retain. Through informal networks, institutions are known for their excellence, management, and internal-external practices in the selection of administrators. The recruitment of minority administrators is determined to a great extent by the college's reputation for openness in the search process and the level of the position being filled. Advertisements are not the answer to getting minority applicants to apply for a vacant position. Special searches by consultants may also deter applicants since minority applicants are not part of the "network" of graduates of certain university programs.

The college characteristics cited earlier for faculty positions are also important for administrators. There are other characteristics that need to be added to the list to enhance the college's recruitment of minority administrators:

• Positive history of relations with minority presidents and chancellors.

• Announcement that recognizes the special talents of minority applicants.

• A board that sets policy and supports administrators.

Activities where the college develops its own management team may also be explored. If there are no minority managers available in the area, a leadership development program may be organized. The most important part of the program is the identification of potential managers. Once they are identified, then experiences are provided that can place them in administrative positions at the college or elsewhere.

A minority administrator is unique since there are so few of them. Imagine, there are only 25 chief executive officers who are Hispanic in the United States. On these 25 falls the task of providing experiences and being role models for the whole country. Just as for minority faculty members, minority administrators may be burdened with too many responsibilities dealing with minority issues and not enough resources to carry them out.

RECOMMENDATIONS

The recruitment and retention of minority students, faculty, and administrators is a high priority in community colleges. While the minority population for the most part is overrepresented as students, it is not the case for faculty and administrators—there is underrepresentation.

The recruitment of students is essential for the creation of a pipeline that can provide professionals at the end. Without graduates, there may not be an increase in the number of faculty who will need to be replaced by the year 2000. With minority populations being the majority in major metropolitan areas, the need for more minority faculty and administrators is crucial.

Montgomery GI Bill: Golden Opportunity for Community Colleges

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Editor's note: This article is adapted from testimony the author gave to the field hearings that the ACCT-AACJC Joint Commission on Federal Relations conducted in the fall of 1987.

As Director of the Veterans Education Program for the State of North Carolina (administered through the North Carolina Department of Community Colleges) and as Chair of the Military Education Committee for the National Association of State Approving Agencies for Veterans Education and Training, I see a glaring need to bring college boards, systems, administrators, and institutions into full awareness of the education needs, flexibility concerns, and barriers involving both active-duty military and National Guard and Reserve forces.

The Montgomery GI Bill has opened a greater focus on education for both the full-time and the part-time military. To bring about an understanding of why this is happening it is necessary to examine the Montgomery Bill and its intent and purpose and to compare it with previous GI Bills.

Previous GI Bills' education benefits were provided for Veterans for readjustment to civilian life. The provision subsumed that socialization, as an integral part of education, would assist in achieving the desired readjustment for the Veteran. The old GI Bill also provided that active duty military persons could use the education benefits for a dual purpose—enhancing a military career and preparing for a civilian career following retirement or separation from the military.

The Montgomery GI Bill has express purposes written into it which expand previous philosophies and objectives. The purposes address the "Total Force" concept: that all Uniformed Services, serving in a state of readiness, whether full-time active-duty or part-time in the National Guard and Reserves, will have education benefits to enhance the quality of military personnel, their performance, and their family and personal lives and careers.

The Montgomery GI Bill is about the importance of education. Its use of education as an enlistment enticement and as a retention incentive of personnel of quality and competence puts on the education providers a role of undeniable partnership in providing and keeping a strong, competent, defense and disaster force. It should call the attention of colleges to the fact that there are military bases in almost every county, parish, or district in every state with the presence of National Guard armories, Reserve centers, active-duty installations, or combinations thereof. Further, recruiters for all services are now actively selling education. Current forecasts are that by 1990, one of every two high school graduates will choose the military in some form as their "place to start."

Postsecondary education providers are entering a new era; they will either slide into it, drift into it or be pulled into it. We are in the position of either competing with the services for our "share" of the graduating high school population or joining forces with the services in working partnerships. The community, junior, and technical colleges

are faced with an opportunity to become the cutting edge of delivery of education and training which responds to the needs the services have for education programs, flexibility of delivery, and award of credit for other than traditional pursuits and experiences. Because of our emphasis on employment preparation, upgrading and retraining, we have the capabilities and resources to absorb this provider role and with a minimum of reordering of system and institutional mission and priorities. Further, the Montgomery GI Bill is open-ended, non-expiring, self-funding, thus assuring a continuing and self-renewing student population.

The President of our North Carolina Department of Community Colleges, former Governor Robert W. Scott, summed it up nicely in a recent address to North Carolina's Coordinators of Veterans Affairs: "New populations create new horizons. New horizons create new opportunities."

The Montgomery GI Bill became effective July 1, 1985. Participation has escalated at a far more rapid rate than first forecast. The National Guard and Reservists were the first to benefit. The active-duty and post-service participants are just now beginning to use their entitlement.

The two-year institutions are in a position to meet the readiness and education needs from Adult Basic Education through the Associate Degree, from basic military skills and occupational specialties to career enhancement and personal development, with continuing education in communications and leadership development. Further, the Department of Defense is not asking for a handout. In addition to the Montgomery GI Bill, there are the Tuition Assistance Program (TAP) and the loan forgiveness program; there also are funds to contract for other needs.

The areas in which I recommend policy or legislative intervention by ACCT or AACJC relate to cost-effectiveness, improved administration of the program, and institutional relief from excessive reporting demands and liability from systemic rigidity.

- Audit liability continues to be an extreme and oppressive burden on the institutions participating in enrollment of Veterans Administration benefits recipients. In my view, there is a simple and cost-effective remedy. It will require legislation to achieve it. The present law holds the institution liable for almost any infraction a benefits recipient may commit. Students enter school and are certified to the Veterans Administration based upon their initial intent to attend and pursue at a pre-registered rate. The institution is expected to monitor and report on a multilith of scales of progress and attendance. With the advent of the Montgomery GI Bill, which provides for education for wage-producing persons, the method of payment for education pursuits should be changed to conform to a principle of reward for achievement. I have asked the Veterans Administration Administrators' Educational Assistance Advisory Committee, on which I serve, to support this proposal.

- State Approving Agencies for Veterans Education and Training need ACCT and AACJC's support to assure that competent professionals can be retained to do the work deferred to the state. SAA's are presently funded through reimbursement, procurement contracts with the federal government. SAA's are becoming responsible, if not already obligated, to enhancing educational opportunity and delivery on behalf of military needs. Department of Defense funds, earmarked for education, should extend to supplementing funding to SAA's to enable them to carry out this larger role.

- Particularly for the part-time military, and to a lesser degree, the active-duty military, education goals for the individual tend to be unfocused. ACCT and AACJC are encouraged to exert their leadership to create a generic, program-specific model for an Associate Degree in Military Studies which

can be recommended to community, junior and technical colleges nationwide. Such a model could focus the education objectives of the part-time military person. It might also create an interface between the Junior ROTC programs in the high schools and the Senior ROTC programs in the colleges. As a general practice, community, junior and technical colleges have not had a role in this continuum.

- Because institutional offerings are defined from state to state by state policy, there are many non-degree granting institutions which are unable to participate in the Montgomery GI Bill. Thus, the benefits for Chapter 106 participants are more limited than those for Chapter 30 participants. Efforts should be directed toward bringing Chapter 106 [Title 10, USC] into parity with Chapter 30 [Title 38, USC].

- Measurement of pursuit or progress for purposes of benefit payment is a cumbersome multilith of regulations, applications and interpretations. Interpretation runs the gamut: what constitutes an hour in class, lab or shop; whether the education program is considered to be an educational, vocational, or professional one; whether the institution can be defined as an institution of higher learning or a non-college degree one; whether a program can be defined to be an IHL or Non-college degree offering; whether the institution and/or program is accredited or non-accredited; whether classroom instruction predominates in a given curriculum; whether single unit offerings within a curriculum are defined as independent study, practical or cooperative training; whether a part of a curriculum may be achieved through contract with another provider, and on ad-in-finitum. It also causes untold controversy and adversity with Veterans Administration compliance surveys. My earlier proposal for payment based upon satisfactory course completion would greatly simplify the system and enhance both individual and program success.

The GI Bill has been one of the most significant pieces of social and education entitlement ever introduced. It is time to bring administrative provisions into the twenty-first century to keep pace with the far-sighted, far-reaching vision of the Montgomery GI Bill.

Merit Recognition: The Acceptable Alternative

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Community college trustees and secondary school boards of education are highly frustrated in their efforts to recognize and pay their top quality faculty members higher salaries than the average to below average faculty members. This frustration is maintained at a high level year after year as contract negotiations perpetuate the "locked in" salary schedules paying all faculty the same pay for the same number of years of experience and degree levels obtained.

Merit pay for teachers has been called for by any number of dignitaries reviewing the need for reform in education. One such person has been President Ronald Reagan. His proclamation was followed up in 1984 by a national commission set up to study the potential for merit pay programs (Perkins, 1979). Faculty union leaders from the National Education Association and the American Federation of Teachers, distinguished administrators, and key national legislative leaders studied the topic in ernest.

The findings of this commission pointed to several factors that made a rush to institute merit pay systems improbable. One finding was that teacher pay nationally was found to be far too low and was one of the primary reasons preventing the best and brightest college graduates from entering the field of teaching. The union representatives and others also pointed to the lack of success that merit pay programs had previously had in school districts where they were tried.

One such study by the Educational Research Service (1979) found only four percent of the 3,000 American schools they studied had a merit pay plan. They documented another six percent that had tried such a plan but had later abandoned it. Less than five percent of the remaining schools in the study were contemplating a merit pay plan.

The national commission report and other research studies have done little to thrust the merit pay issue to the forefront. They, indeed, add more to the frustration of those two-year college trustees who are sincere in their efforts to upgrade their faculty by encouraging high quality faculty members to stay with their colleges and to create a climate of growth for those other faculty members who might otherwise be content with "average performance" in their teaching.

My own national research of merit plans in two-year colleges (1987), sponsored in part by the North Central Association of Colleges and Universities, found a number of colleges and a few secondary schools proudly displaying successful motivational recognition programs, other than merit pay, for their faculty members. The following points summarize the key core elements found in each of these programs:

1. They were outgrowths of faculty evaluation systems conducted primarily by instructional administrators;

2. They avoided the "merit pay" issues by offering the alternative of "merit recognition" to outstanding faculty;

3. The faculty, administrators, and trustees or boards of education found them to be acceptable;

4. They were usually based upon motivational theory of well known theorists such as Maslow (1954) and Herzberg (1966);

5. They are considered successful in accomplishing the goal of improved instruction and faculty recognition for outstanding work.

Models That Work

The two merit recognition models that will be outlined here have been in place for a number of years and have been judged successful. The first one is the "Program of Excellence" in the Catalina Foothills School District in Tucson, Arizona. This program, as described by Frase, Hertzel, and Grant (1979) provides for a reward system for excellent teachers.

The Catalina Foothills program draws heavily upon Frederick Herzberg's motivation-hygiene theory. The motivators Herzberg has identified as challenging people to high quality performances include achievement, recognition for achievement, intrinsic interest in the work, and growth and advancement. Since Herzberg has found money to be, "a hygienic factor (or dissatisfier), not a motivator," the school stayed away from such hygienic factors and offered the above mentioned motivational factors.

The Catalina Foothills School District has agreed that competent administrators are capable of identifying the excellence in teaching that exists. This is a key factor and places professional judgment of quality teaching in the hands of instructional administrators rather than in the hands of anonymous students and peers (colleagues of a teacher) who prefer not to judge each other in either an outstanding or negative way. They also prefer not to enter the classrooms of other faculty members.

Illinois Valley Community College is the second system presented here (Andrews, 1987). This college rewards outstanding faculty work in the classroom and in other job responsibilities and/or community service outreach efforts that are considered meritorious.

This program has evolved out of a nationally recognized faculty evaluation system that "works both ends of the curve." In short, poor instructors are encouraged and helped to improve (or are dismissed) and outstanding faculty are recognized and recommended to the board of trustees for merit recognition opportunities. College instructional deans and division chairpersons have the responsibility for the evaluation through in-class observations and evaluation reports relative to other job responsibilities.

Recognition Rewards

The Catalina Foothills system rewards its faculty with a variety of recognition alternatives: attendance at national conferences, small cash amounts, and computers and other instructional materials to enhance already outstanding classroom teaching. The value of these awards is estimated at from $80 to $1,000.

The rewards in the Illinois Valley Community College recognition system include $500 one time cash awards along with an engraved wall plaque. Further recognition comes through public information releases with pictures in area newspapers and other media. In subsequent years some of these merit recognition winners are selected to represent the faculty and college at national and state recognized master teacher conferences.

Faculty Responses

The responses to these two programs from the faculty who have received the merit recognition awards was sought by both Catalina Foothills and Illinois Valley educational systems. The table on the following page shows a summary of faculty responses to a number of questions that were asked. Illinois Valley's questionnaire was designed after Catalina Foothill's earlier questionnaire.

Questions were added to gain additional information on faculty attitudes toward the program.

The highly positive responses generated make it possible for trustees to continue these programs and to share in the feeling of satisfaction that these programs are indeed accomplishing the outcomes they were set up to accomplish.

Summary of Faculty Reaction to "Merit Recognition" in Two Programs

Questions on merit recognition asked of faculty winners at Catalina Foothills School District and Illinois Valley Community College.

	Catalina Foothills N = 27		Illinois Valley N = 18	
	Yes	**No**	**Yes**	**No**
1. Teachers receiving awards will view recompense as special recognition for teaching excellence.	24	3	18	0
2. Faculty members who have received the rewards are motivated to continue their excellent performance and to make further improvements.	21	6	17	0
3. Teachers receiving awards will value highly the recognition they have received.	22	5	17	0
4. Faculty members receiving awards believe that they will continue to receive special recognition if they continue their excellent teaching.	19	8	13	3
5. The recognition program will not cause significant dissension among teachers.	12	15	16	2
Additional questions on merit recognition asked of the Illinois Valley Community College faculty winners:				
6.a. The merit recognition program is viewed by faculty as one of the outcomes of the college's faculty evaluation system.	—	—	14	3
6.b. The faculty, in general, view the college's faculty evaluation system as fair.	—	—	14	2
7. Is the 'publicized' system the college uses preferred to a secret reward system?	—	—	18	0
8. The college should continue to recognize outstanding faculty performances with a 'merit recognition' program.	—	—	18	0

Summary

Faculty pay in community colleges continues to be low nationally when compared to the many other professions, businesses, and industrial corporations which are competitors seeking to attract young persons and competent faculty away from the colleges.

This short study has been presented to show trustees and administrators that, while the overall pay issue will not be quickly solved, two-year colleges can and should consider meaningful recognition programs for their outstanding faculty members. The programs outlined here have proven to be "acceptable alternatives" to the much more volatile merit pay issue.

The payoff in improved motivation and job satisfaction for teachers and quality instruction for students make such efforts worth pursuing.

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Literacy for the Non-Native English Speaking Population

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The American public has never been bombarded with more statistics on the alarming situation of adult literacy, or the lack of literacy, than has been publicized the last few years. The impact of non-literacy readiness is a very real concern for all facets of life and productivity in this nation. If we are to accept all the facts, reports, forecasts and other studies as being true, the United States is in a precarious situation that threatens our well-being, our ever-shrinking position of leadership as a developed country, and severely reduces our ability to provide qualified workers for the changing workplace necessary for economic survival. Volumes of information have been prepared and are available for those who wish to study this problem and to investigate solutions in-depth.

The purpose of this article is to present an overview of the literacy problem as it relates to the non-native English speaking population and to suggest a few recommendations for addressing this growing segment's needs to become literate.

According to a report published by the National Alliance of Business in the September 20, 1987 edition of *The New York Times Magazine*, the United States is faced with the following:

- 23 million adults are functionally non-literate.
- Another 47 million are borderline non-literates.
- 80% of the new entrants to the workforce will be minorities, women and immigrants, traditionally the least prepared to work.
- 20 to 40% of the dislocated workers are functionally non-literate.
- One out of every four new workers will be an immigrant.
- By the year 2000, an estimated 5 to 15 million manufacturing jobs will require different skills, while an equal number of service jobs will become obsolete.
- Every $1.00 spent on early prevention and intervention can save $4.75 in the costs of remedial education, crime, and welfare further down the road.

These figures do not take into consideration those adults who need literacy for everyday survival outside the work force. The most alarming factor in all these statistics is that this awesome burden and responsibility for remedial measures rests very heavily on the shoulders of the nation's community colleges. There are, of course, numerous institutions and organizations that are dedicated to providing programs and services for the non-literate, including employers, both big and small, literacy councils of volunteers, foundations, and the public and private secondary schools. One thing that cannot be denied is the role of the community college in providing leadership, training, and coordination with the efforts of all those involved.

Now, let's examine the subject of literacy for non-native English speaking. This topic is one of the more complex aspects of any literacy project, in that there are so many different classifications of non-native English speaking. For the purpose of brevity, I have chosen four major categories that are present in most of the situations that arise:

1. Non-literate in native language with a similar alphabet and sound system,

2. Non-literate in native language with dissimilar alphabet and sound system,

3. Literate in native language with a similar alphabet and sound system,

4. Literate in native language with a dissimilar alphabet and sound system.

Category 4 sometimes presents a greater level of difficulty in learning to read and write in that the learner is already conditioned to his/her reading and writing system. This may mean that they read from right to left or that they read and write in vertical columns as opposed to horizontal as in English. It is at times a double job to have the student unlearn his/her way and at the same time learn the new English way.

Other examples of areas of difficulty are: the placement of words in the sentences; the non-existence of modifiers or other structural components that are essential for proper English; and, the most important fact that certain sounds of English do not exist in many other languages.

On the other hand, those who are in categories 3 and 4, are at least aware that there is a system that exists that allows for symbols (letters) to represent spoken sounds, a system for combining those symbols into words, sentences, paragraphs, etc. This makes the transition process more easily applied once the other problems, such as recognition of patterns of speech, proper word order, and discrepancies in the spelling of English sounds are mastered.

Within each community college, there are professionals with experience in addressing the problems of literacy education. There is no one method to employ that will serve the need of each individual in the program. The truly creative teacher or administrator will be aware of several methods and/or approaches to use, depending upon the individual situation. I would like to outline what are generally recognized as the three major "types" of literacy needs that face the non-native English speaking as well as the general populace. Many divisions of needs can be found in each type, however, these three will cover almost all of the spectrum of literacy skills for survival.

Category 1. Survival literacy for social situations, personal enjoyment and enrichment, personal gratification, and life-coping skills.

This category covers a wide range of individuals whose needs will be as varied as the number of learners. This is basically a literacy effort for non-technical situations—shopping; communications with friends, neighbors, school or other organizations in the community; ability to read the newspaper, magazines or other literature for personal needs; for home maintenance, such as directions for using appliances, cleaning chemicals, cooking instructions; for personal upkeep of the family auto or other mechanical conveniences; being able to read and understand traffic and travel information for our highly mobile society; and last but not least, ability to read and understand the varied safety signs or other written instructions for the well-being of the individual.

Category 2. Survival literacy for study and further education.

This category is for young people as well as adults with a need for rapid learning of new skills, or to learn the English "way" of expressing the skills terminology they may already have mastered in their native lan-

guage. This situation became very apparent during the influx of Cuban and Southeast Asian professionals who came to the U.S. professionally prepared in their native language, but unable to function here because of the inability to understand and be understood in English. Large numbers of doctors, lawyers, educators, and other professionals had to take jobs as laborers because they were not functional in English. This also applies to those whose jobs have changed from non-technical labor to technical, due to modernization and highly complex machinery requiring literate operators. Those who wish to compete and succeed must possess the tools for additional study and preparation and this can only be achieved through reading and writing.

Category 3. Survival literacy for employment and training.

Although a certain aspect of this category is covered in category 2, more specifically, this one is for the person seeking to enter employment for the first time. Vast numbers of young people and adults from the non-native English speaking population have not entered or have not been able to enter the workforce strictly because of the inability to read and write. This can be from the inability to fill out an application, read an ad for a job, read and understand a job description, to the inability to read and understand training manuals or other required courses for entry into the work force. It has been estimated that over 80% of all jobs now require an ability to read and write to be able to effectively perform the duties. This will jump to 95% by the year 2000. If we remember that 80% of the new workers will come from immigrants, minorities and women, we can see the task before us to prepare the non-native English speaker in literacy training since they make up over 25% of that number.

The task for the community colleges is threefold:

1. Identify and recruit those individuals who are in need of the service. This takes on a new meaning due to the severity of the problem as related to our economic survival, providing competent applicants for the workforce, preparing sufficient literacy skills for life-coping, preparing adults for entry and success in their on-going educational necessities. These adults must be informed and convinced that reading and writing are skills they must develop in order to survive as well as to make advancements that will enable them to function in society and the workplace.

2. Identify and secure the necessary finances to operate the programs to serve this population. We all know that money for adult education programs will not likely be increased from federal sources, which leaves us with the responsibility to locate that money from other sources. We must develop and maintain the appropriate partnerships with those from business, industry, and other "social agencies" that have the same population to serve. It will require a co-operative effort based upon educating those entities as to the benefits they will derive from the partnership. The colleges can serve as leaders, trainers, providers of basic materials, and resources for programs conducted, financed and promoted by those who would benefit. This makes the program into a community sponsored event for the betterment of everyone.

3. Form coalitions with the public schools in an effort to reach the parents of the school children. By working with school officials, Parent Teacher Associations and the teachers' organizations, the local public school can become the focal point for assisting the parents. The local schools in many instances are closer to the homes, have space available evenings and weekends, have certain materials and resources that can be used by the literacy programs, have dedicated teachers and aides, and through the PTA's can utilize parents as volunteers for teaching (with

proper training provided by the colleges and/or other literacy organizations).

The only way the community colleges can be expected to fulfill their obligation to such a vast number of persons needing these services is to work cooperatively with any and all members of the community, individuals or organizations, to start working toward a truly literate America. We are in a position to foster, develop, nurture and guide a community effort in reaching a solution to this tremendous problem that exists in the United States.

We need to educate the community about the problems and offer solutions for those ever growing numbers of citizens of non-native English speaking ability who must become literate in order to become productive, contributing members of our society. These people want to achieve literacy but in many instances do not know how or where to begin. The process is longer than with English speaking individuals, so the time for action is *NOW!*

Support your college's Adult Basic Education programs, assist the college in establishing the partnerships, and spread the word to the community that we must all work together to eliminate non-literacy or we will all pay a price that we cannot afford. Non-literacy is *not* a community college problem, *not only* a community college responsibility, and, is *not* just a minority or immigrant problem. It is everyone's problem and must be addressed immediately.

Achieving Individually/Building Communally: Perspectives on Faculty Development

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As I'm sure you've heard frequently, community colleges are bracing for the end of the 20th century as much as they are peering into the 21st century. CEO's, students, faculty and trustees are taking soundings of the future and measuring their sense of the coming changes against their memories of the past and their experiences in the present. The result is a welter of educational prophesies and policy recommendations. But amidst all the new proposals, crucial faculty objectives have remained essentially stable:

- To sustain excellence in teaching,
- To maintain professional commitments and concerns,
- To continue to enrich the curriculum,
- To help actualize the concept of community within that institution known as the community college.

Attaining these goals, individually or as a group, has rarely been easy for community college faculty, due primarily to invisible barriers—obstacles created more by the absence of necessary resources than by the presence of negative elements. Over and over again, as a professor or as a chair trying to support others' scholarly endeavors and their innovative curricular developments, I've bashed into three major walls: a lack of money, a lack of time, and a fear of commitment.

If we can only expand the resources and defuse the uncertainties, the bulkiest barriers to faculty achievement will collapse. Then everyone will benefit, because the strongest educational institutions are those that are home to faculty who relish teaching, who believe they have the opportunity to grow professionally, and who have the encouragement and time to connect with students and other members of their community in relationships that extend far beyond the classroom.

First, we should consider the obstacles to excellence in teaching, to curriculum and professional development, and to creative community involvement.

Most community college faculty teach five courses and are in class five days a week. In addition, many of us opt reluctantly for overloads, so that we may be teaching seven and even eight courses during a semester. University professors gag when they hear about the average load and exhausting work week of a community college professor. Why? *Because time is precious*—it is a crucial resource for innovation in curriculum and professional growth. Opportunities for research, for development of courses, and for outreach to other colleges, high schools or community groups, are severely curtailed when there are so few blocks of free time and when there are so many teaching responsibilities. It is depressing to feel like Napoleon's aide who was ordered to, "Go, sir, gallop and don't forget that the world was made in six days. You can ask me for anything you like, except time." Remembering the little emperor's fate (and dismally guessing at the poor aide's destiny), faculty balk at Napoleonic commands to not only

work hard in the classroom and abjure time off, but to also engage in curricular and professional developmental activities. If community college leaders want real change, they cannot ask professors to keep galloping. Faculty need time out of the saddle. Sustained creativity requires free time and a change of rhythm.

We are not only short on time, we are shy of money. Salaries remain low, while college funds for special research, innovative educational experiments, and developmental projects are similarly meagre. The result is dismal, with gifted faculty being excessively overworked and underpaid; while some of their colleagues attempt to minimize the damage by sharply cutting back their commitments; and others resort to moonlighting, thus spreading their energies thin but increasing their income. As Frank Hubbard once quipped, "When a fellow says, 'It ain't the money but the principle of the thing,' it's the money." Unlike that fellow, I'm saying it ain't the principle but the money. Without funding for individual scholarship and continued education, the principle and the reality of faculty development will collapse.

Such an environment—poor in crucial resources, rich in stress—tends to produce undernourished activists as well as many sceptics, who fear or doubt the meaningfulness of our college's commitment to change. Given those conditions, one must be extraordinarily energetic as well as very diligent in searching for opportunities to expand time, money, and non-material rewards for dedicated faculty. It's a hard-scrabble life, with few opportunities falling from trees. But sources of internal and external support do exist, and they should be exploited and maximized.

Working from within our institutions, I and many of my community college peers attempt to combine released time plus overload credits for faculty who are developing new program designs or teaching time-consuming experimental courses. That means we beg for reductions in an instructor's teaching load as well as a grant of additional pay for his or her development work. Despite numerous variations on the theme, our script usually reads, "Please, venerated vice president, grant Professor X this released time and extra money because she is a pioneer in her field; or an extraordinarily creative artist; or an established, productive scholar; or an innovative designer of curriculum." Invariably we plead for individuals who have already proven themselves against the odds of institutional parsimony. Development incentives are usually withheld from community college novices until they demonstrate their toughness in a well known rite of passage that tests the endurance of professionalism in a bush camp of sparse money, crowded time and low prestige.

Fortunately, vice-presidents occasionally lend a sympathetic ear to our pleas for help, but the paths to their offices are heavily traveled and coming on bended knee eventually leads to bloody knees. Two obvious problems limit the effectiveness of our attempts to elicit direct financial assistance from the administration. First, most vice-presidents don't like bloodstains on their carpets. Second, many have money problems of their own.

An alternative, easier, but extremely scaled-down route to aid is to ask the administration to relax its rules of minimum class size so that a new course on Caribbean Literature or Popular Culture or Contemporary China can run even though it may have only eight students. It seems such a small request, but making a case for such exceptions is not always easy. Even at my college, which is strongly pledged to civic education and international studies, the fight can get rough. Recently I had to make numerous, desperate appeals for a guarantee that the standard minimum of 28-30 students would not be required for a new interdisciplinary, team-taught course on propaganda and public policy. The course was extremely challen-

ging, ambitious in its concerted fostering of writing skills, intercultural awareness, and civic consciousness, and exciting in its incorporation of computer-assisted instruction and student-produced video and print news stories. Its two creators—an English professor and a Political Science professor—had made incredible investments of time and energy, and I believed that our college had to match their effort by taking the risk of low student enrollment during the course's fledgling year. Fortunately the Rockland Community College administration agreed—and our educational experiment is thriving. That kind of minimal administrative support has to be offered more frequently and more readily, or innovation will surely wither.

One other major internal resource-building strategy exists: that is the pack rat approach to faculty and curriculum development. Many chairs resort to accumulating small amounts of support from multiple local sources in an attempt to maximize backing for their colleagues' curricular and co-curricular experimental endeavors. For field trips, special lectures, film series, or on-campus conferences, I often seek allies in unusual places—soliciting money from departments ranging from Art to Science, pleading for Student Senate and club funds, asking the Returning Adult Students Association for help, selling raffles, piecing together the $25.00 allotment each faculty member receives annually for organizing a student-oriented activity. You can imagine how surprised the tennis instructor is when I request her $25.00 to help host a Japanese speaker who will discuss contrasts in American and Japanese personality and business behavior. With that piecemeal, but often warm backing, my department, over the last two years, has established a Social Sciences Colloquium which focuses on major national and international issues and brings speakers to campus every two to three months; has run a master lecture series on the Middle East in collaboration with Columbia University; and has supported award-winning student teams at numerous model sessions of the United Nations, the New York State Assembly, and New York City Council. In every case, students have benefitted, and faculty planners have felt encouraged and rewarded.

Relying exclusively on internal support sources is an undependable, tiring, shoestring approach to development. Hence, on almost every campus, faculty must seek outside support if they want opportunities to engage in meaningful research, to create a sustained dialogue with colleagues from other institutions, or to undertake major curriculum development. Federal, state and private funding for scholarly work may have diminished over the last eight years; but it still exists and more community college faculty should go for it. I will mention just two funding opportunities. The National Endowment for the Humanities sponsors summer programs that carry reasonable stipends in a wide assortment of disciplines, and it welcomes community college applicants. These eight-week seminars give us a chance to deepen our intellectual roots and to expand our horizons. For example, one of my colleagues spent a summer examining the relationship between geography and economic development in Southern history; another engaged in a study of Federalists and anti-Federalists, and just a few years ago, I joined colleagues from several disciplines at Northwestern University to spend two months analyzing the changing status and roles of contemporary African Women.

Numerous opportunities to study or lecture abroad exist for college faculty. For example, the Department of Education's Fulbright-Hays programs fund scores of group study or individual projects in Asia, Africa, and Latin America. As a result, you can venture to another country on a short lecture circuit; or you can assume teaching responsibilities as a visiting professor at another institution, such as the University of Ibadan; or you can travel abroad with a circle of scholars. For example, one of my colleagues left for South Korea in June, with 12 other college faculty,

to study local business initiatives and international trade in Asia.

These are just two examples of numerous agencies and foundations that support scholarly research and artistic creativity. It is possible to find funding for a literary retreat in the woods, for a "dig" in Arizona, for a semester burrowing into the National or State Archives. Faculty need to explore local and state sources of aid. Does the state sponsor a research foundation? What projects will the county arts council consider funding? Does a neighboring university have an outreach program to community colleges?

Faculty efforts to find such support should be vigorously supported. Most chairs that I know try to put key faculty in touch with likely grant opportunities, help them develop proposals, write letters of recommendation, make phone calls to agencies and foundations, and then throw parties when their proposals are funded. Although this kind of assistance is useful, it is informal and rarely consistent throughout the college. Support and rewards for faculty development need to be institutionalized.

Trustee support on this issue is crucial since there is absolutely no question that internal and external funds for professional and curricular development play a vital role in sustaining the creative impulse at many institutions. Why? Because an intimate link exists between time for reflection and action in the classroom, between fieldwork and coursework. Having a chance at the former energizes the latter. As John Slaughter, the University of Maryland's Chancellor, recently noted, "Research is to teaching as sin is to confession. If you do not participate in the one, then you have nothing to say in the other." (*The Chronicle of Higher Education*, 4 May 1988, p. B2)

This brings us to what kinds of options we have. Should faculty development and curricular innovation hang by such thin threads? Of course not! The community college environment of little money, little time, low prestige, and high demands has tended to create three different factions within the faculty. I call them the "leavers", the "lumpers", and the "grabbers". They all sound like unsavory characters, but there are definitely some good folks in that bunch. First, there are the minority, the "leavers", who look at the high energy cost and the small rewards and say, "I'm heading for the hills of private business or government service." It's probably going to be hard to win them back. Then there are the "lumpers", who are going to lay low, hunker down to survive, and avoid change. I think we can reach many of them. Finally there are the "grabbers", who seek challenge, committing time and energy without recompense. They believe in students, in community, in themselves. They must be honored! Colleges need to foster faculty creativity and reward educational and professional achievement by: (1) expanding their almost non-existent sabbaticals, (2) establishing grants for research and curricular development, (3) providing substantive assistance in the search for outside funding (at a minimum, this means hiring a grants officer, supporting a well-stocked resource room, and linking up with a computerized network of funding agencies.), and (4) recognizing their great teachers and productive scholars with honors and merit pay.

Trustees can help us meet the future by promoting these reforms and by reminding us that our colleges' strengths are not only responsiveness to community needs and a readiness for change but a diversity of talents. Just as we respect the varied needs and skills of our students, we need to cherish the diverse strengths and interests of our faculty. Students should have the opportunity to enroll in telecourses, to experience the action and intense one-on-one interaction of experiential learning, to enter the group exchange and structured environment of the traditional classroom. Faculty should have those choices, too. Every professor does not have to be a

distance-learning expert, a computer whiz or a master of fieldwork mentoring. Students and faculty are joined in a learning partnership, and within that complex relationship there must be room for differences in styles and talents.

Trustees, presidents, deans and chairs who are promoting innovation must realize that their fervent embrace of new teaching/learning modes may be misinterpreted by some faculty as a repudiation of traditional academic values. One certain way to sabotage curricular reform is to disregard such fears and sensitivities. No one should feel irrelevant or marginal during this time of change. Nourishing a climate favorable to educational innovation requires not only hearty incentives for eager pioneers but respect for the wary and weary. A belief in the reality of responsible choice must prevail in all sectors of our college communities. At that point, when support for change is vigorous and tolerance for tradition high, excellence in teaching will flourish, professional development will advance, and community college education will gain new strength. Perhaps then we will be ready for the 21st century.

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TRUSTEE QUARTERLY

FEATURES

2
How Does Your President Measure Up?
Evaluation of the president can benefit the institution, the president, and the board/president relationship if undertaken in a postive spirit and if an enlightened method is used.

5
Community Colleges Exhibit New Spirit of Fund-Raising Aggressiveness
To successfully compete for contributions from the private sector, community colleges are turning to more aggressive fund-raising programs.

DEPARTMENTS

10
Academic Affairs
Community College Honors Programs Benefit Students Who Excel

11
Legislative Advocacy
Barbara Roberts Exemplifies Concept of Trustees as Politicians

12
Community Relations
Jamestown Community College Reaches Out to Adult Learners

14
Employee Relations
Recognizing and Rewarding Faculty Excellence
A Merit-Based Distinguished Service Plan

15
Commentary

16
Index, Volume 12
Calendar

How Does Your President Measure Up?

When George Vaughn was a community college president, a faculty member asked to evaluate his performance noted that on one occasion Vaughn neglected to respond when greeted in the hall.

Talk about failed performance!

Apparently, it is this kind of nit-picking that is responsible in large part for the ongoing debate on community college campuses about formal evaluation of the president.

The late Eldon G. Shafer, when he was president of Lane Community College in Eugene, Oregon, annually interviewed 15 or so presidents "of the nation's most respected community colleges" concerning their views on formal evaluation. He reported in the summer 1980 issue of the *Trustee Quarterly* that the "chief executives were uniformly opposed to formal evaluation . . . using the traditional format of evaluation forms."

Ay, there's the rub.

For many persons, formal evaluation means checklists, forms on which the president is rated on such things as whether he or she shows favoritism to some faculty members (remember the teacher in the hall who couldn't forgive a president temporarily preoccupied with important matters).

One college's checklist asks evaluators to decide if the president "speaks well and thinks well." They also must judge whether the president is "suitably attired and well groomed." Imagine an evaluator's dilemma trying to decide what fashions are "in" this year.

ACCT's Special Committee on Presidential Evaluation warned in a 1986 report: "To be avoided [in evaluation] are approaches which become too dependent on elaborate performance standards covering an extensive number of traits." Shafer said in his article that one college board had "compiled a list of 726 ways a president can go wrong."

Rating forms are a gross and dangerous over-simplification, according to Thomas B. Harper, III, who has been a trustee of the Community College of Philadelphia for 18 years. "You have to sit down and make some value judgments [about the president's performance]," said Harper. "I'm not sure the checklist approach to life does that."

The California Community College Trustees Leadership Program, after acknowledging in a 1985 report that "there are as many different types of evaluation forms as there are colleges," pointed out that "the best forms do not have a multitude of items and are not too specific . . ."

If formal evaluations that rely mostly on long, detailed check lists are themselves generally rated 1 or 2 on a scale of 1 to 5, are there any grounds for agreement about the reasons for and the nature of evaluation?

Well, yes—maybe.

One can, somewhat warily, distill from interviews with college officials and the literature on the subject a kind of consensus:

1. Presidents, whether they like it or not, are daily being casually evaluated. A visitor to the campus is saying it's about

time the president got the campus spruced up. A local industrialist, over lunch at the Rotary Club, is giving the president credit for training the people he needs to make his company prosper. And a student is wondering out loud if the president is the bozo responsible for screwing up her schedule this semester.

2. Presidents should not be judged by one shining moment or by a single disaster. The January, 1982 issue of the ACCT *Advisor*, reporting on a session at the recent ACCT convention, noted that "one major problem of CEO evaluation was the tendency to substitute the performance of a single event rather than a [long-term] series of events as the basis for evaluation." The article went on to warn that "the temptation to let this [single event] serve as a characterization of total performance obviously ignores other actions which should be considered as part of the total way the job is being executed."

3. Presidents who have never been formally evaluated since being hired should not suddenly be subjected to a rigorous examination as a prelude to their dismissal. When the Illinois Community College Trustees Association drafted evaluation guidelines last June, it advised that no matter how a board evaluates its president, it should do it when the "atmosphere is conducive to cool judgment and proper perspective. Using an evaluation for the sole purpose of retention or to resolve an institutional crisis are poor reasons for embarking on a formal assessment . . ."

...uation, whether ...l or informal, should be a constructive learning experience for all involved. The president and board of trustees—the entire college community—should be the better for the experience.

4. Evaluation, whether formal or informal, should be a constructive learning experience for all involved. The president and board of trustees—the entire college community—should be the better for the experience. "In some form, through either a systematic evaluation process or a far more enlightened version of the casual appraisals prevalent across the country, an atmosphere conducive to the study of expectations and accomplishments must be provided for the mutual education of president and governing board," wrote Barry Munitz, then academic vice-president of the University of Illinois System, in 1976.

5. Whatever the goals and instruments of evaluation, they should be agreed to by all interested parties. Munitz said in his article, "A healthy relationship can only be achieved if president and board are mutually and closely agreed on the goals toward which their institution is working."

6. Presidents should be held accountable for their present leadership and their long-term planning in such important areas as the following: budgeting and finance, condition and adequacy of facilities, curriculum development, maintaining cordial relations with those bodies responsible for financial and political support of the institution, meeting the educational and training needs of the population served by the college, promoting an honest—but preferably good—public image of the institution, selection and retention of qualified personnel, and satisfactory negotiations (or bargaining) with employee representatives.

Item 6, while at the end of the list, is arguably the starting point for conceiving a satisfactory means of evaluation. A president cannot be fairly or accurately held accountable for what is being done unless the evaluators are sure of what is supposed to be done.

In his article for the *Trustee Quarterly*, Eldon G. Shafer said, "Boards face the challenge of deciding what should constitute an adequate description of today's presidency. Before a board can evaluate a president, it must decide not only what the president's job is, but also what is its own role. Neither is an easy chore."

Barbara Moss would say, "Amen!" Moss is chairperson of the Board of Trustees of Delaware County Community College (DCCC), Pennsylvania.

Moss has her own story to tell about what a "chore" it can be for a board of trustees to decide what kind of performance it should legitimately expect from the president.

When Richard D. DeCosmo was hired as president of DCCC eight years ago, Moss remembers, the board established as a top priority objective the mounting of a major PR effort raising "the visibility of the college" in the region. Of course, that was only one of his many responsibilities.

Later, when DeCosmo conducted a self-evaluation for the board, he not only restated the objectives for which he was responsible and reported how well he thought he had met them, but he calculated the time he had spent in the effort.

When the board looked over the self-evaluation, Moss said, it was obvious "there was no way any human being could meet all those objectives. It was a good education for the trustees."

In 1985, Jim Tatum, who had advised college boards in 30 states about evaluation, said a board that opts for a formal evaluation for its president must tailor the process to its own situation. Yet it is not necessary for trustees and presidents to reinvent the wheel when, in fact, some sturdy spokes already exist that have been road-tested.

Not the least of these proven spokes support an evaluation system at Delaware County Community College.

The DCCC approach combines several elements that those who favor formal evaluation generally agree are important: (1) in-depth assessment by trustees, (2) self-evaluation by the president, and (3) a short checklist, with all items based on important objectives agreed to by the board and the president.

If this model looks familiar to some readers, it is probably

ERIC 132

because you were among the standing-room-only crowds that attended the discussion on evaluation at the 1987 ACCT convention. The model is primarily the brainchild of Barbara Moss, the chairperson of the DCCC board, who presided at the discussion.

The evaluation system at DCCC alternately uses formal and informal procedures. For example, the in-depth assessment is scheduled one year and the checklist, together with the president's self-evaluation, is used the next year.

"The whole concept of evaluation is that it's continuous, not just once a year," said Moss. "There should be ongoing feedback [concerning] defined objectives and how and when and where they are being met. It's not a case of pulling out a sheet once a year and checking off."

The in-depth assessment by DCCC trustees examines the president on his ability to carry out the purposes of the college (e.g., meeting the training needs of local industry as well as preparing students for transfer to four-year colleges).

It also measures his performance in fund-raising, grantsmanship, maintaining political support, union negotiations, and projecting a good image of the college.

"We also place a great emphasis on long-range planning," said Moss. That includes planning for curriculum development, financial resources, the quality of education, and responding to needs of faculty.

Speaking of the future, Moss said that her college, like almost every other community college in America, believes it is in "the forefront of where community colleges are going. And you want to know whether your president knows how to lead you [there]."

...the evaluation procedure is the most effective way of informing the president that he is doing a good job.

In addition, the formal assessment involves faculty, students, and constituents in the region served by the college. However, these audiences are not polled in any way, and there are no special meetings where they are questioned. The board believes it has a good handle on most faculty positions regarding the performance of the president because of the open and spirited give and take during contract negotiations with the faculty union. "Do we have a good handle on the students," Moss asked rhetorically. "Probably not." But the fifteen trustees have good contacts with people in the region, she said. These people include local school board members, school administrators, and representatives of area businesses and industries.

Whereas in some colleges any formal evaluation of the president is undertaken by a committee of the board, at DCCC each trustee takes part in the in-depth analysis.

The president's self-evaluation and the trustees' completion of a short form constitute what Moss calls the informal evaluation.

Some critics of self-evaluation by a president contend that such a process requires the CEO to take time away from other duties. "And well it should," is Moss's response. How else can a president really assess whether all that he or she is doing every day is making real progress toward the objectives jointly established with the board, asks Moss. "Self-evaluation forces the president to sit down and examine the objectives and issues away from the daily routine and the fires that arise, to get some perspective on the long-term—where the college is going."

Through self-evaluation, Moss said, her board expects the president to "focus on the goals, to see what he's done to meet them, and to see whether he's apportioning his time well to meet these objectives."

The checklist that the board uses every other year, said Moss, consists of about 35 questions or items. She remembers, as one might recall a particularly bad dream, a presentation in which a panelist on presidential evaluation showed up with a computerized form that consisted of twenty-five pages of questions.

It boggles the mind, she said, to contemplate all the possible permutations when answers from the trustees were tabulated.

It is important to note two important differences between the DCCC checklist and the kinds that are on most presidents' blacklist.

First, according to Moss, the questions or items are all based on the objectives and presidential responsibilities previously agreed to. The form does not allow for subjective judgments and trifling observations about administrative style.

Second, the checklist is not written in stone. The questions change regularly as objectives, responsibilities, and board expectations change. It's easy to pull a printed checklist off the shelf (particularly one that has been drafted at some other college), said Moss, "but it may not be appropriate."

The evaluation format at DCCC has not been in place all that long, said Moss. "But it seems to work."

When she chaired the discussion on evaluation at the ACCT convention, Moss said, the question raised most often by trustees was, "Why evaluate the president if you *know* he's doing a good job?" She first responded with another question: "How do you know the president is doing a good job?"

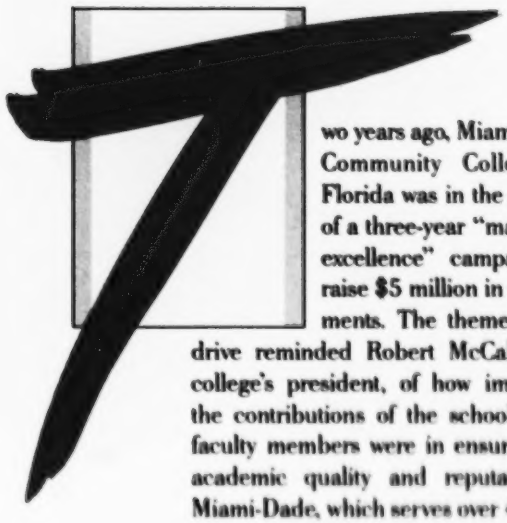
Then she told them that the evaluation procedure is the most effective way of informing the president that he is doing a good job.

Moss, and others, remain convinced that most presidents want to be evaluated if the system has proven elements, they can share in formulating the objectives and responsibilities to be assessed, and the trustees' overarching purpose is to improve the quality of the institution's service to its constituents.

As for Moss, "I wouldn't want a president who wouldn't agree to evaluation."

—by Charles Harrison ■

Community Colleges Exhibit New Spirit of Fund-Raising Aggressiveness



Two years ago, Miami-Dade Community College in Florida was in the middle of a three-year "margin of excellence" campaign to raise $5 million in endowments. The theme of the drive reminded Robert McCabe, the college's president, of how important the contributions of the school's 800 faculty members were in ensuring the academic quality and reputation of Miami-Dade, which serves over 40,000 students on four campuses.

How, McCabe wondered, could the college recognize and reward its outstanding teachers in a systematic way? He shared his thoughts with the development staff and officials of the college's foundation. The idea they came up with was this: a $10 million campaign to underwrite 100 "endowed teaching chairs."

Endowed chairs are traditionally associated with prestigious universities, not public two-year institutions. But Miami-Dade's forward-looking leadership symbolizes a new spirit of fund-raising aggressiveness and outreach that is taking hold at community colleges across the country.

School officials say the harsh reality of shrinking tax support is forcing them to seek out more charitable dollars to fund expanding program needs that are not being met by regular operating budgets. And a growing number are looking to foundations to help them do the job.

"Community college foundations are beginning to borrow more elements of university private fund-raising models," notes Stephen Katsinas, Miami-Dade's associate director of institutional advancement and executive vice president of the foundation.

Besides endowed chairs, these techniques include annual giving, capital campaigns, planned giving, and alumni relations. Together, they promise new vitality and steadier long-term health for institutions that have been the orphans of higher education when it comes to corporate and philanthropic giving.

"The key is that two-year colleges are community based, serving local needs, and they certainly qualify for funds from the private sector," says Lex Walters, president of Piedmont Technical College in Greenwood, South Carolina.

"But only recently," he adds, "have they started making their needs known."

In *The Community College Foundation*, published in 1982 by the National Council for Resource Development, contributors agreed that effective founda-

tions provide vital services in eight areas: planning, budgeting, student financial aid, faculty enrichment, community services, student activities, outreach, and gift solicitation.

The fund-raising savvy of Miami-Dade and others illustrates the measure of success community colleges can achieve working in close cooperation with a well-run foundation.

Since 1980, Miami-Dade's endowments have grown from a total of 17 to more than 142; assets have risen from less than $70,000 to effectively over $60 million. Meanwhile, the new endowed chairs appeal was launched in June—when ink on the $5 million in earlier pledges was barely dry. Yet already donors have signed on to fund 26 of the honorary teaching slots, a quarter of the goal in a projected three-year campaign.

The key to such success, Katsinas believes, is making foundations equal partners with the college's development office. The endowed chairs project, he says, "is an excellent example of how the development office and the community college foundation can work cooperatively with the college in its strategic planning process."

To fund the $75,000 cost of each chair, a corporate or individual donor's gift of $45,000 is matched with $30,000 from a state-chartered trust fund. Sponsors can designate the chair in the academic field of their choice. Interest from each endowment will provide a stipend of about $7,500 annually, to be awarded to outstanding faculty members for up to three years each. According to Siegfried Herrmann, director of institutional development, $5,000 of that amount will supplement the teacher's annual salary; the rest can be used for any resources that enrich classroom instruction, including books, supplies, and even personal travel.

Edison Community College in Fort Myers, Florida, recently capped the $5 million mark in endowments, placing it among the top five public two-year college endowments in the nation. The fund to support activities of the 7,000-student college has been built through community gifts of cash, securities and real estate, with a major portion from wills and trusts.

Since the mid-'70s, when state, federal and local support began eroding, a growing number of public two-year colleges have been looking to foundations to fill in the gaps and help ensure long-term financial security.

Active since 1975, Edison's foundation has enriched the five-county-district college in the form of academic improvements, athletics, an Honors Scholar Program, a fine arts gallery, more than $350,000 a year in scholarships, and a $1.2 million performing arts hall built in conjunction with the University of South Florida.

Community colleges in Florida are leading the way in part because of landmark legislation passed by the state in 1983. "Community colleges usually are in last place when it comes to legislative funding," notes Johanna Hudson, Edison's director of college relations. Recognizing its inability to meet the expanding needs of its community colleges, Florida enacted a bill that encourages public two-year colleges to broaden their financial base through private fund-raising; the act provides for a system of tax dollars to match private contributions.

Chartered as separate nonprofit entities "at arm's length" from the school, foundations have long offered public colleges a way of forging special links with local business and industry, philanthropies, and other potential donors.

Foundations can offer donors better tax incentives and greater discretion in the allocation of gifts; conversely, they give community colleges more flexibility in accepting certain kinds of gifts and services.

Examples from a diverse sample of community colleges—both rural and urban, large and small—show how integral such support can be to the quality of programs and services.

At Kirkwood Community College in Cedar Rapids, Iowa, a 19-year-old foundation has made it possible for students to enjoy "more assistance and a little bit better equipment," says executive director Martha Aldridge. Last year $128,000 in scholarships was awarded.

The college, with an enrollment of 7,000 students from seven counties, receives a lot of "in-kind" contributions. Regular contributions made through the foundation include horses, cattle, and equipment needed for agriculture students to operate the school's 450-acre farm. Because community colleges are public institutions, Aldridge explains, any gifts donated directly to the college could be considered property of the state and not the school.

For a program that trains about 250 students a year as tractor-trailer operators, the foundation has a special purchasing agreement with four local trucking companies; the school buys new truck tractors, then later sells them back to the companies for the original purchase price after students have logged 20,000 miles. The deal enables a turnover of new equipment every three to four months.

Says Aldridge: "We perceive of the foundation as being an extra edge in enabling us to be an excellent college instead of just a good college."

At Midland College in Texas, a special arrangement with one local donor opened the doors to higher education for hundreds of local youths during a recent period of economic difficulty.

Three years ago, the community of 100,000 was suffering the effects of a recession in the oil industry. The Abell-Hangar Foundation, a local family-run philanthropy, wanted to provide some financial relief to families in the area. So it decided to pay the cost of books and tuition for any graduates of the county's three high schools who chose to attend Midland College (enrollment 4,000). The first year, 40 percent of the community's 1,000 graduating seniors took advantage of the offer; the second year, some 600 students responded.

Abell-Hangar "has been pleased" with the results, says college president Jess Parrish, and the program was continued indefinitely. Some of the students who have benefited, he notes, would otherwise have gone away to school; others probably would not have attended college at all. Estimated total support since the program was introduced: about $400,000.

In September, Valencia Community College in Orlando, Florida, received a grant of $500,000 from Florida Hospital—the largest gift the hospital ever made to a college. The money, matched two to one by the U.S. Department of Education, will build a scholarship endowment fund to assist students in nursing and the allied health professions. As part of that community partnership, Valencia and Florida Hospital teamed up to offer a specialized program to retrain inactive nurses.

Piedmont Technical College, a rural school of only 2,500 students (mainly part-time), recently won enough community support to build a $1.5 million conference center on the campus. College president Walters attributes his school's success in large part to "a very close working relationship with local business and industry."

Not so long ago, most community college foundations were mainly "walk-in" operations set up to accept scholarships and other local gifts, or transacting bodies that collected and rechanneled funds for athletics or single-purpose projects. As one college official recalls, "unless you went to donors, they didn't know you existed."

Today, that passive and narrow profile is quickly becoming obsolete. Since the mid- '70s, when state, federal and local support began eroding, a growing number of public two-year colleges have been looking to foundations to fill in the gaps and help ensure long-term financial security.

Although statistics on the number of community college foundations are generally incomplete, it's estimated that roughly three-quarters of the nation's 900-plus public two-year colleges now have foundations. More than 80 percent of these have been established since the late '60s, according to Shelba Robison, writing in *The Community College Foundation*.

A major challenge community colleges face in broadening their fund-raising activities is breaking down the institutional resistance that has locked them out of some major sources of private dollars.

Last spring, G. Jeremiah Ryan, vice-president of institutional advancement at Monroe Community College in Rochester, New York, examined the gift-giving policies of 200 of America's largest corporations and foundations. What he found: 48 percent do not accept funding proposals from community colleges.

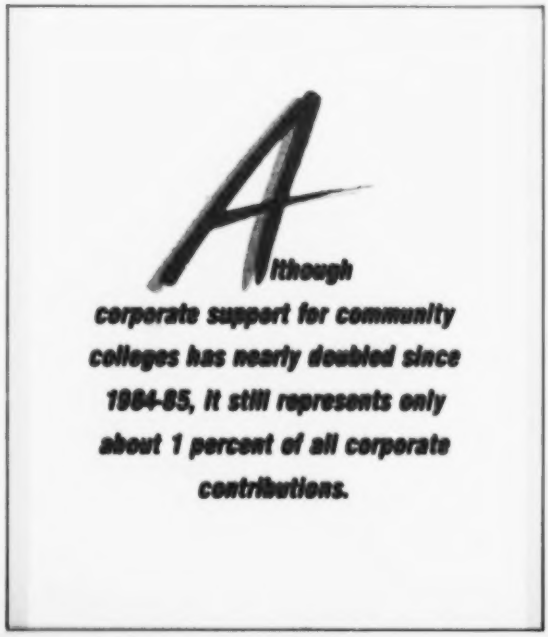
Dick Witter, formerly executive director of the foundation at Northern Virginia Community College, explains that trend: "In the past, lots of people regarded community colleges as not quite colleges, as more developmental in their approach. And it's true that a lot of community colleges began almost as extensions of high schools, with a heavy vocational and technical emphasis in programs."

But Witter and others see encouraging signs that those close-minded attitudes are changing. Record enrollments at many community colleges in recent years, along with greater concern among business and industry about the need for better-trained workers, are contributing to a greater respect for the special mission of public two-year colleges.

"There's definitely a feeling today that community colleges have proven to corporations and foundations that they're doing a satisfactory job," Witter says, "and they're beginning to open up in terms of giving, particularly at the local level."

Recent reports indicate, however, that while community colleges are making progress in private gift solicitations, they still have far to go.

Figures compiled by the Council for Aid to Education show that although corporate support for community colleges has nearly doubled since 1984–85, it still represents only about 1 percent of all corporate contributions. Total corporate support for community colleges in 1986–87 was $19.8 million; contributions to higher education overall added up to $1.8 billion.


Although corporate support for community colleges has nearly doubled since 1984-85, it still represents only about 1 percent of all corporate contributions.

Giving to community colleges by major foundations also has increased dramatically. The Foundation Center reported that community and junior colleges received $8.6 million in 1986, compared with nearly $4.4 million in 1982. But again, total contributions to two-year colleges represent only 1 percent of all foundation gifts to education.

"Impressive as the gains in educational fund-raising are, relatively few community colleges have benefited from the increased flow of dollars," Ryan concluded in the report, which was sponsored by the American Association of Community and Junior Colleges (AACJC) and the Council for Advancement and Support of Education (CASE). Ryan currently is heading a task force set up last year by CASE to educate private grantmakers about the need to include community colleges among their eligible recipients.

But even where there are no restrictions on giving to community colleges, Ryan found that a limited number of public two-year schools showed interest in tapping these sources. Of an estimated 700 community college foundations now operating, he notes, only about 200 have active programs that employ traditional educational fund-raising practices.

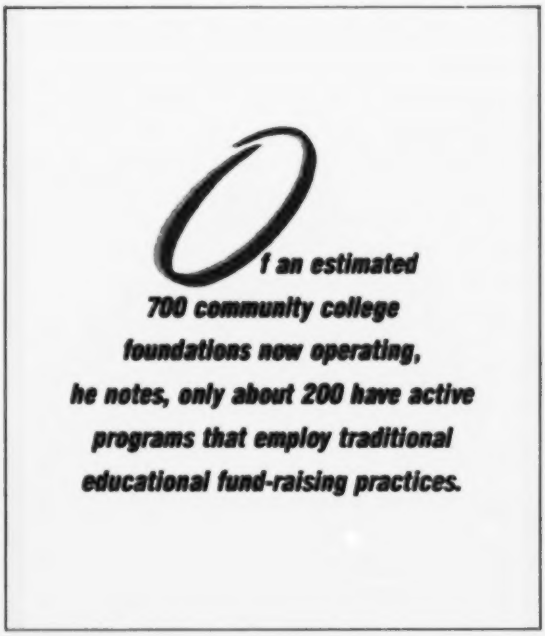
Ryan attributes this uneven progress to a deep-seated ambivalence on the part of many community college officials. The reluctance to engage in more aggressive fund-raising, he believes, "centers on [concerns about] whether or not a public community college supported by public dollars should be asking for private dollars as well."

In some cases, he suggests, community college leaders fear a conflict between the school's trustees and the foundation board members over fund-raising priorities. Or they may be wary of the high cost of initiating major fund-raising efforts.

In line with these concerns, school officials and fund-raising experts agree that most critical to the success of an effective foundation is an active, committed, independent board. Also crucial, they add, is ongoing support from the college's president and trustees.

"We make it clear to our board members this isn't just something to put on a resumé," says Aldridge of Kirkwood Community College. She also deems it important for community college foundations "to have glass doors."

"Let everyone know how much money is being generated, and where it's going," she advises. "People are more likely to contribute if they see what you're doing with the money."



For Dick Witter, running an effective foundation meant "establishing the credibility of the foundation within the college as much as outside." A practical tip Witter offers: Avoid too-frequent meetings. Some foundations model their schedules on the monthly meetings of the school's trustees, he notes. "But there's no reason why most foundations have to meet that often."

School officials stress it's important for community colleges to proceed cautiously when looking to expand their financial outreach. Decisions should be based on realistic expectations and careful planning. A foundation's guidance and activities represent a significant investment in the college's future; as such, it takes time for this investment to pay off.

Miami-Dade's Katsinas thinks many foundation boards fail to achieve optimum financial results for their schools because "they are not organized to take a pro-active stance in regard to fund-raising." That mandate is crucial. While college presidents are usually skillful planners and budget-managers, he notes, few have the kind of fund-raising experience needed to give their schools an edge in the intensely competitive world of charitable giving.

"There's a real need for community college presidents to pay close attention to the organizational structure of foundations," Katsinas says. Functions that should be represented "by active committees' work," he notes, include audit, budget and finance, endowment asset management, and investment.

Valencia Community College is a telling example of the difference such an approach can make. Officials of the 21-year-old school of 14,000 students selected foundation board members with an eye to their financial and accounting expertise. The payoff has been rich, enabling the school to reap the benefits of skillful investment advice and advantageous business dealings.

According to foundation board chairman F.B. Bywater, the foundation has helped the college to negotiate bank loans for renovations at favorable rates; maximize investments and expand endowments beyond the original goals of the college's leadership; and purchase a broad array of goods and services more efficiently.

Through foundation board members' efforts, for example, Valencia has acquired significant real estate holdings at

Through foundation board members' efforts, for example, Valencia has acquired significant real estate holdings at no cost to the college. The school's downtown central building was acquired seven years ago for $750,000, in a special transaction with the owner that required no money down; today the property is appraised at over $4 million. A similar deal was struck two years later to acquire a 3,500-square-foot house the college uses to train the blind.

A recent fund-raising drive collected $50,000 in donations to beef up the holdings of Valencia's library; through a foundation board member's intervention, a local newspaper agreed to match all contributions by half. A current "High-Tech With Humanity" campaign to raise $2 million will eventually enable the college to offer classes at remote locations through state-of-the-art equipment.

While fund-raising programs are increasingly being modeled on the successful techniques of four-year colleges and universities, many community colleges find winning formulas in their own peculiar blend of instinct, local tradition, and whatever else happens to work.

In developing its relatively new foundation, 44-year-old Montgomery College in Rockville, Maryland, has focused much of its attention on expanding support among alumni—seldom a high-priority area for community colleges.

In its initial alumni contribution drive three years ago, the college, which currently enrolls 20,000 students on three campuses, set a modest alumni-gift goal of $5,000. Actual proceeds were double that targeted amount, and last year donations from former students totaled $26,000, according to Sarah Meehan, director of development and executive director of the foundation.

A growing endowment of a quarter-million dollars and other fund-raising efforts, Meehan notes, provide up to $50,000 a year in scholarships and $20,000 a year for faculty enrichment. Recent grants have enabled teachers to do research into illiteracy and study special curriculum development; to hold master classes; and to travel to professional conferences. The foundation also supports artists-in-residence and an active business and economic development program at the college.

> ***Many foundation boards fail to achieve optimum financial results for their schools because "they are not organized to take a pro-active stance in regard to fund-raising." That mandate is crucial.***

The 15-year-old endowment association of Hutchinson Community College in Kansas two years ago hired its first full-time executive director. "Our program has improved a lot by going this way," says James Stringer, president of the 3,500-student college.

A major mandate was to cultivate more bequests from large local estates and to develop a closer working relationship with alumni. Hutchinson hired a well-known sports broadcaster for the job. School officials based the decision on their feeling that "fund-raising skills are secondary when you're talking about the importance of community interaction," Stringer says. "We felt we could build on the rest," he adds.

In contrast to that attention by a full-time director, 7,500-student Bristol Community College in Fall River, Massachusetts, depends on a cadre of 50 volunteers to organize and run the activities of its foundation.

An annual performing arts gala at the college's state-of-the-art theater, begun shortly after the foundation was established eight years ago, netted the college $38,000 last year. A President's Club, initiated by a local banker, holds a recognition dinner each year—featuring a nationally known speaker—that also draws heavy local support.

Some development officials dismiss special events like these as too time-consuming for efficient fund-raising, notes Helen Marie Booth, director of development. But because these events have become so popular in the community, she says, "ultimately I'll be more confident knocking on doors" to solicit larger gifts.

As the foundation approaches its second decade, Booth adds, she expects the school to gradually broaden its financial outreach to include more of the fund-raising techniques that are beginning to show impressive results for so many other community colleges.

"As the leaders of community colleges look past the 1980s to the 21st century, private resource development looms as a crucial element of college operations," Ryan concludes in his recent study of fund-raising practices at community colleges. "The private sector," he adds, "may be the greatest potential for increased financial support."

Under a grant from the Exxon Education Foundation, Ryan is working with CASE to identify successful fund-raising programs at community colleges and develop models that other public two-year schools could adopt. ■

—by Diana L. Pabst

Community College Honors Programs Benefit Students Who Excel

Community colleges traditionally have been known as avenues to higher education for students who need remedial work and are not academically prepared for a four-year college or university. In an effort to serve the needs of the entire community, however, community colleges are offering honors programs for students who excel academically and who prefer the low cost and convenience of their local community college.

The Honor's Program at Kings River Community College, Reedley, California, is in its second year and is growing.

"Our freshman class has 27 outstanding students from ten local high schools," said Tom Tyner, coordinator for the program. "We've got future doctors, lawyers, engineers, business professionals, journalists, teachers, and even an astrophysicist.

"We have serious university-bound students who prefer to remain in the local area their first two years of college," said Tyner. "This program is designed to enhance our mission as a transfer school."

The Honors Program is an educational option for top high school graduates who are university oriented. It offers a two-year core curriculum of transferable interdisciplinary courses, and guaranteed transfer agreements with a number of top California universities.

To enter KRCC's Honors Program, a student's results on college entrance exams and level of motivation are reviewed by instructors. Students must also have a minimum high school grade point average of 3.5.

While attending Kings River the students receive priority registration, Honors at Entrance recognition, special counseling, and participation in field trips and speakers' forums. In addition, students receive an entrance scholarship or dormitory fees. The scholarships come from community contributions, faculty payroll deductions, and other sources.

The Board of Trustees of State Center Community College District, which governs KRCC, has provided encouragement and support for the program from the beginning. As college president Abel Sykes said, "The support of the board is vital to the success of a program such as this. We are going for the top students, who would normally go to the University of California, and we are getting them."

The Honors Program at Central Arizona College, Coolidge, Arizona, offers $1,000 per year scholarships to 20 qualified students. The Honors Program, in its first year, will be transferable to university honors programs, according to Gerald Mills, professor of English and director of the program.

"It's a benefit to students to challenge them, their creativity, their initiative," Mills said. "If they leave CAC with an honors degree, they have a better shot at a university scholarship. And an honors stamp on a degree is preferred by industry and government. People in honors programs often go into experimental work and research."

CAC's Honors Program is offered only at one campus because of the Colloquium class, which is a course that honors students take together, but they hope to expand it districtwide in the future.

The program was shaped to fit university standards, a key element to its success. The special coursework in the program includes a series of Honors Speakers Forum lectures, which are also open to the public.

CAC has recently received a grant from the National Collegiate Honors Council to help involve local high school students in its program, especially the lecture series.

"We asked the local high schools to identify students who would be interested in taking part in a recent evening of events," said Mills. "We especially asked them to identify minority students who could participate. The grant will help defray the costs of transporting the students, providing meals and overnight lodging, and securing a guest speaker."

Initiated in the fall of 1987, the President's Honors Program at Yuba College, Marysville, California, is a one-year offering in which 20 students share classes in English, humanities, psychology, and critical thinking. An "honors seminar" is also included once a week at which instructors and students discuss matters arising from their study and relate them to contemporary issues.

According to Honors Program coordinator David Wheeler, "Because they've been a group, they have shared a body of knowledge that we as instructors can take for granted."

Students are selected on the basis of academic accomplishments, recommendations, and application essays. The courses fulfill academic requirements students must meet when transferring to four-year institutions.

During the first year of the program, certain "bugs" appeared that needed to be worked out. Some of the students ran into scheduling difficulties, therefore the honors courses taken as a group were reduced to English and humanities as well as the honors seminar, and the courses were offered earlier in the day, freeing up students' afternoons. ■

Barbara Roberts Exemplifies Concept of Trustees as Politicians

According to Barbara Roberts, Oregon Secretary of State and former community college board member, trustee involvement in politics is essential.

"The more successful each of us becomes in the political arena the more we can advance the cause of community colleges in our state and nationally. We are not ribbon-cutters, we are policy-makers. And in today's competitive world that decision-making must extend outside the board room as we influence other decision-makers on behalf of community colleges," Roberts said.

Barbara Roberts (center), Oregon Secretary of State, talks with constituents.

Roberts feels strongly that community college trustees must be advocates for their colleges, locally, statewide, and nationally. Speaking to a group of community college trustees recently, she discussed the important role trustees must play in the political arena.

She feels that in most states there are only two arenas where successful advocacy really counts, "our public and our politicians.

"The public part is a comfortable arena for almost everyone of us; promoting your college to the local community, the Rotary, the Chamber of Commerce, your local newspaper editor. Where the discomfort begins, where the hesitation starts, is when we ask trustees and board members to become involved in the political arena," she said.

She pointed out that most trustees are politicians, whether they see themselves that way or not. "You are either elected or appointed—both political processes. And in the eyes of your local citizens, you are a local government office holder—in short, a politician! And more and more governing boards are called upon to represent their college's needs to other public decision-makers, in other political forums.

"You need to be able to approach those political arenas with a confident and positive attitude. The health and future of community colleges in the United States may well rest on your willingness and your ability to be successful participants in that political framework," Roberts said.

Barbara Roberts' life exemplifies her message. Beginning her years of community service as an unpaid lobbyist for handicapped children, her interests expanded to include education with her election to her local school board in 1973 and to the board of Mt. Hood Community College in 1978. In 1981 she was elected to the Oregon House of Representatives, where she was chosen by her colleagues as House Majority Leader in her second term.

In November, Roberts was elected to a second four-year term as Secretary of State. Already political pundits are touting her as a candidate for governor in 1992. If she succeeds, she would become the second community college trustee in the country to serve as a governor.

"Across this nation, at the county commission level, before city councils, in the halls of your state capitol, in congressional corridors, lobbyists are working," Roberts declared. "They represent big unions and big business and little business and senior citizens. They lobby for doctors and churches and truck drivers and morticians. As the population of America grows and as government grows more complex, representation . . . requires more skills, more time, more commitment, and more people. And here's where you come in."

It is not possible for the small staff most state and national associations have to have the kind of impact effectively and collectively on legislators that their hometown board members can have, Roberts cautions. So trustee involvement cannot be "just when you need a legislator, not just when it's time for a vote and they have something you want. You need to start earlier than that and lay the groundwork," she said.

Roberts recommends four areas for trustees to work on as they lay the groundwork for legislative advocacy:

- Know your legislator, not just their name and what district they represent,

continued on page 13

Jamestown Community College Reaches Out to Adult Learners

How can we better serve the growing number of adult learners in the community? Jamestown Community College, Jamestown, New York, answered that question with a multi-faceted program called "New Directions." The program includes an adult counselor/program coordinator, faculty liaisons who act as mentors for adult learners, repackaging of existing services to alert adult learners to their availability, and tailoring the services to their needs.

An important part of the program is the New Directions Award, which offers adults who have never taken a college class an opportunity to try one at JCC tuition-free.

Recognizing the need to attract more adult students to the college, the JCC Board of Trustees enthusiastically endorsed the plan at its November, 1987 meeting. The board has continued to support the program and its goal of aiding adult learners in attaining their educational goals.

"We're seeing an incredible increase in the number of individuals over 25 who, for whatever reason, are thinking of college as a way of meeting their individual and academic goals," said New Directions coordinator Kimberley Williams. More than a third of JCC's 3,500 students are 25 and over, with the majority taking classes on a part-time basis.

"JCC is going out of its way to meet the needs of these people," she said. "The New Directions program is designed to help adult learners enter college for the first time or return to college—and succeed."

Robert Barber, JCC's acting director of continuing education, said he began seeing a need for special services for adult students when he became the college's director of lifelong learning in the fall of 1986. "While we have always had a large number of adult part-time students, we felt there was a large number of people who wanted to come back to school but didn't know where to start. They were faced with what they perceived to be barriers," he said.

"In talking with people in the community they would say things such as, 'I'm 45 years old and I have a son who goes to JCC. I can't see myself sitting with his contemporaries in class,' or 'I've been out of school for 20 years. I'm not sure I can remember how to study and take tests.'"

Along with these concerns were financial worries, he said. "People weren't sure they wanted to invest $130 in a three-credit-hour course to find out if college was for them or not. Those experiences led me to sit down and think about how we could pull all this together into a package."

One of the problems the college faced was defining the target market. "They are a very diverse group," he said. "They are unemployed factory workers, they are business people who want to make a change, they are mothers returning to school. This couldn't be a compact, neat program. It needed to have a lot of flexibility."

Along with a group of other administrators and faculty members, Barber set out to assess which services already existed for adult students and what needed to be added. "A lot of the components were here already. We just had to put them under one umbrella and package them," he said. Existing services included on-campus child care facilities, academic and career counseling, tutorial services, personal growth workshops, and financial aid assistance.

"We assessed which services existed and then tried to fill in the gaps. An example would be the mentoring program, where the adult student may be matched with a faculty member who can be more than an advisor, who can be a faculty friend." All of the faculty liaisons are or have been adult students who can readily identify with the special challenges faced by this group.

An important part of the program is the New Directions Award, which offers adults who have never taken a college class an opportunity to try one at JCC tuition-free.

Funding for the pilot stage of the program came from a Vocational Education Act grant. Williams, whose salary is partially covered by the grant, was hired in September, 1987 and her office hours in the Counseling and Career Development Center—noon to 8:00 p.m.—are set to make her more accessible to working students.

"Our biggest problem is that this group does not have a lot of time," said Marilyn Zagora, JCC's director of student services and chairperson of the division of human development and educational services. "Our challenge is convincing them that coming into the counseling center for

special services is worth their time. We have to make the services extremely attractive and extremely convenient. We believe that the decision to use our services will pay off for the student in the long run, in the form of clearer goals and a better sense of how to achieve them."

In the past, adult learners who made inquiries about entering JCC were variously sent to the admissions office, the counseling center, or the registrar's office. Now all college personnel are aware that adult learners should speak with Williams.

The New Directions Award was initiated in January, 1988 and the community's enthusiastic response has pleased college officials. More than 50 men and women ages 27 through 72 from Jamestown and nearby communities in New York and Pennsylvania have been taking courses.

"The basic core of the award is based on the notion that, as Harry Truman said, community colleges are designed to be colleges of democracy," said R. Theodore Smith, dean of academic and student affairs at JCC, who devised the award. "We focused on that particular group because my impression was that an increasing number of adults are behaving like there is not much promise or hope out there for them anymore. Many people are trapped without the skills to get good paying jobs. Women and minorities, despite improvements, had fallen behind. This award was simply the right thing for JCC to do."

Funding for the awards comes from a scholarship fund of the Jamestown Community College Foundation, he said. To qualify for the award, applicants must be high school graduates or have received their GEDs and have been out of school for at least eight years and have never taken a college course.

Smith said, "In the long run, the program will more than pay for itself, because a number of award winners will become tuition-paying students."

"I think the critical aspect that has led to the success of the New Directions program has been the team approach," Barber said. That team, which includes representatives from counseling, continuing education, faculty, and the college tutorial center, meets on a regular basis to discuss the program's progress and how it should develop. Plans for the future include organizing a support group for adult learners and intensifying outreach programs to attract more adult students to JCC.

Is the New Directions program working? You bet it is. "I've had a dream of getting into sports nutrition or becoming a dietician," said 28-year-old John AuFlick of Jamestown, a marathon runner who works at the city's waste water treatment plant. "When I saw that they were offering free tuition, I figured I might as well try taking a class." AuFlick said he has enjoyed his JCC course in nutrition, and plans to take more classes in the future.

"I think the program is great," said Sharon Cummings, 33, of nearby Russell, Pennsylvania. "The award did help me make my decision to start college sooner." The mother of three girls, Cummings has been taking a psychology course and plans to pursue a nursing degree.

Sixty-year-old James Kelley of Stockton, New York, retired from Niagara Mohawk Power Corporation after working 38 years as an electric planner, has decided to investigate other fields. He is taking a philosophy course at JCC thanks to a New Directions Award. "I think it's wonderful that the college did this," he said. "It's a little scary for someone my age to go in and face a test, so I decided to audit the class." He has had no difficulty relating to the younger students in the class, he said. "The kids are great—they have a lot to offer."

New Directions is setting a strong, forward-thinking course for the future of Jamestown Community College. The program is successfully helping to break the stereotype that college is just for 18-year-olds. "Because we are a community college, we have a real commitment to serving the *whole* community, not just its 'traditional' students," Williams said. ■

continued from page 11

but such things as: What do they do for a living? Where did they go to college? How many children do they have? What is their background? You may find something in common that you can use to begin a working relationship on a more human level.

- Know the legislative process. You need to know how your state legislature works, the committee structure, how a bill moves, what the major decision points are, and how the funding process works.
- Become involved in legislative campaigns. There is usually someone on your board who feels philosophically comfortable with nearly any candidate running for local office. The reward during the next legislative session is bound to be better than if you ignore the candidate running in your community.
- Don't forget the pride of your local legislators in your campus. Don't forget the ceremonial times—graduation, dedications of new buildings, homecoming week. Don't forget the forums you can provide through workshops and panels. The more legislators identify with your campus, the more likely you are to have their ear the first time you need them and the more supportive they will usually be of community colleges in general.

Roberts left the trustees with the message that "Most important, remember that if you don't do it, nobody else is going to do it for you. . .You are the ones who are viewed as political figures by your local legislators. . .You, as a political figure and leader in your community, need to recognize that is how you are viewed by your legislators.

"Represent us on every occasion, in every setting. Be a spokesperson for your college in every arena. And if that leadership is labeled 'politician,' if that commitment is labeled 'lobbyist,' ignore the titles if you like. But don't turn away from the job. We need your leadership, your commitment, and your representation." ■

142

Recognizing and Rewarding Faculty Excellence: A Merit-Based Distinguished Service Plan

For many years, merit pay for teachers has been vigorously debated in many school systems across the country. But not until the Reagan administration did the idea of merit-based pay for college faculty gain momentum. Governors, state legislators, governing board members, and concerned citizens have been encouraging some form of increased efficiency and productivity in our colleges. Others merely advocate rewarding the best of our faculty. Merit-based pay is one method community colleges are trying.

As part of the 1983–84 collective bargaining agreement between the board of trustees of Johnson County Community College, Overland Park, Kansas, and the faculty association, the two groups agreed to establish a "distinguished status" category in the salary schedule of the contract.

A joint committee, with three members appointed by the college president and three members appointed by the president of the faculty association, was given the charge of defining and establishing criteria for achieving distinguished status.

The joint committee recommended a plan meant to assist Johnson County Community College in achieving its basic goal of providing the highest possible quality of education for its students. The Distinguished Service Plan also intends to provide a systematic means for recognizing and rewarding excellence in job performance.

Board Chair Robert Fry said, "We like to think that the Distinguished Service Plan has contributed to the effort of Johnson County Community College to increase productivity and efficiency. Members of our staff have published textbooks, served as officers of major education organizations, committed themselves to worthy local causes, and provided services and quality classroom experiences to the students we serve. The college's commitment to quality has been recognized nationally."

Criteria for the award include four areas, each one receiving a designated weight in the evaluation process:

Basic Job Responsibilities	65%
Divisional Responsibilities	15%
Institutional / Collegial	10%
Professional Growth	10%

Items included under Basic Job Responsibilities are based on the job description relevant to each position.

This plan is an "active" one—an individual must apply to be considered for Distinguished Service and must provide written information as part of the application. Any individual has the right to not participate in this plan. Actvities that are already being financially rewarded by the college beyond the base salary are not to be included in the application.

For the first few years of the program, the applications were reviewed by a Distinguished Service Committee and selections were forwarded to the college president. Starting in 1988, the selection is now performed by an outside consultant.

The committee annually evaluates the procedure being used, surveying the bargaining unit with the assistance of the Office of Institutional Research.

The award is only given to current full-time employees of the college who are members of the bargaining unit. To be eligible to apply, an employee must have five years of full-time experience at Johnson County Community College as a member of the bargaining unit.

Each recipient receives a standard, fixed dollar amount, not less than $2,000 annually. The award is made for a two-year period, and is paid in one lump sum each year. A recipient can reapply for continuation of the award. The award does not become a part of the recipient's base salary.

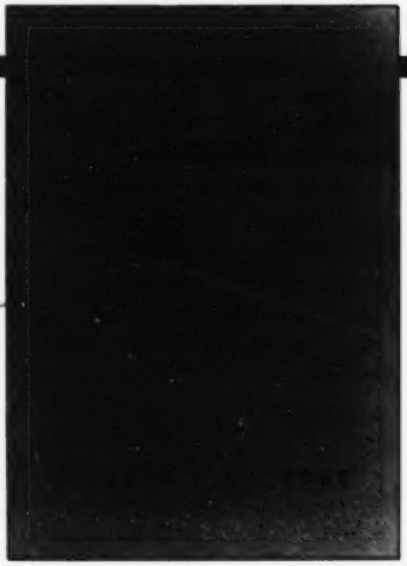
The maximum number of recipients is annually determined by the college president and approved by the board of trustees.

The first awards were made in 1985, and since that time, 44 awards have been given to 40 faculty members, out of a full-time group of 215.

Discussing some of the problems encountered by the program, Dan Radakovich, vice president for academic affairs, said, "Because the college has imposed quotas, those who have not been selected have become disenchanted by our system. There have been comments about administrative bias or collusion, as well as the subjective nature of the evaluation system and processes. The number of applicants has decreased each year. Some faculty members who have faced rejection once are reluctant to try again. Some of these comments led the college to solicit the help of an outside evaluator for the 1988 applicants."

The answer to the question of whether or not the system is working, will come from the faculty in the next negotiation session, according to Radakovich. "Johnson County Community College feels the concept of merit-based pay recognition for quality performance is worth considering," he said. ■

COMMENTARY



This past summer I was visiting a large community college that had just finished a two-year strategic planning process. The CEO of this district was so excited about the final product that he presented me with a bound copy for my own use and to share with our doctoral students at the University of Texas at Austin.

In the conversation that followed, I learned that the district had spent two years in developing its strategic plan, and more than $200,000 had been expended in this effort. In the midst of all this excitement and enthusiasm from the college's leadership team, I asked the group, "What are your major goals and objectives for the 1988-89 school year?" The silence from the group was almost deafening. Individuals were looking at each other, and finally the CEO shared with me (and with the group, I think) two or three major district-wide goals to which he had assigned top priority.

The group was obviously somewhat embarrassed and even more so when I asked a second question of each individual, "What are your individual programmatic goals and objectives for the year?" I have never seen so much struggling for a response as I witnessed that day, and I, too, was embarrassed for all present. It was clear that the college's strategic planning process had resulted in a formal document, but that there was no life or commitment by the organizational leadership to the mission, goals, and objectives of the organization. The process of writing goals and objectives is effective only if those who prepare them are truly committed to their attainment.

In our current study of transformational leaders in American community colleges (Community College Press, Washington, DC, 1989), George Baker, Bob Rose, and I discovered that most college presidents have a "vision" of where the college should be going and what the college should be contributing and achieving as it endeavors to better serve communities and constituencies.

The key to effective leadership, however, is that all members of the college "team" not only understand those goals and objectives (that vision), but share equally in their own personal commitments to them. "Shared vision" exists when the "college team" not only understands the "vision" of the president, but also is committed personally and professionally to those goals and objectives on a daily basis.

It is impossible to be leading any organization unless the leader knows where she is trying to go and in what general direction. The vision must be communicated with great clarity to the entire organization, and, ideally, the organization itself should have a major sense of involvement in that vision.

Community colleges can never become truly excellent institutions until all of the constituent employees in the institution understand, both mentally and psychologically, the mission of the community college, the roles they play cooperatively and collaboratively in helping the institution achieve that mission, and share a feeling of involvement and *esprit de corps* regarding both college and individual accomplishments.

For a college to become a true "team," much time must be spent on team practice and more effective communications. For example, the board of trustees of a college should allow ample time at board meetings for faculty, staff, and support staff to share, in official settings, their ideas and the actual accomplishments of their good work in serving college and community.

Certainly, the trustees of any college district must be in agreement with their appointed chief executive officer regarding mission, role, and scope of the college. A board cannot have one "vision" for the college while the president holds another and hope to be even remotely successful in some agreed-upon college outcome. Again in our study, outstanding chief executive officers see themselves as "team" leaders and devote much energy and time to helping the team get better and to facilitating personal and professional growth for each and every team member.

In fact, successful community college

continued next page

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COMMENTARY

CEOs are individuals who feel their primary leadership role and responsibility is the motivation of faculty and staff to commit to the role and mission of the community college. These leaders see themselves as motivators and feel that they are there to encourage, motivate, stimulate, and inspire to excellence in serving students and communities. These leaders are more than managers!

From our research and from my personal experience, colleges need to allocate much more time to teamship development if we are to be more serious about and successful with our mission of making good on the promise of the "open door." ■

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay education board members.*

INDEX

Trustee Quarterly Volume 12—1988

Academic Affairs

Nicolai, M.C. "Nick". "Educating Our Seniors." Vol. 12, No. 1 (Winter 1987-88), pp. 1-2.

Davis, Gary W. "Dealing With the ANA: A Campaign to Preserve the A.D.N. Degree." Vol. 12, No. 1 (Winter 1987-88), pp. 10-13.

St. Petersburg Junior College. "Applied Ethics at St. Petersburg Junior College." Vol. 12, No. 2 (Spring 1988), pp. 18-20.

_____. "Articulation: Bridges to Success." Vol. 12, No. 2 (Spring 1988), pp. 35-38.

_____. "Assisting Underprepared Students." Vol. 12, No. 2 (Spring 1988), pp. 30-34.

_____. "The Dual Credit Program: A Centerpiece of Cooperation Between Secondary Schools and St. Petersburg Junior College." Vol. 12, No. 2 (Spring 1988), pp. 27-29.

_____. "Health Programs." Vol. 12, No. 2 (Spring 1988), pp. 24-26.

_____. "Partnerships With Business." Vol. 12, No. 2 (Spring 1988), pp. 21-24.

_____. "Student Performance Feedback." Vol. 12, No. 2 (Spring 1988), pp. 39-42.

Tucker, John D. "Literacy for the Non-Native English Speaking Population." Vol. 12, No. 3 (Summer 1988), pp. 28-31.

Community Relations

Erzen, Richard and Piland, William E. "Community Colleges: Major Business Enterprises with Economic Impact." Vol. 12, No. 3 (Summer 1988), pp. 1-5.

Hardee, Nancy E. "Assessing and Enhancing Your College's Image in the Community." Vol. 12, No. 1 (Winter 1987-88), pp. 14-16.

Kridelbaugh, Stephen J. "Community Colleges: A Supporter of Farming and Rural Communities." Vol. 12, No. 1 (Winter 1987-88), pp. 17-20.

Employee Relations

Andrews, Hans A. "Merit Recognition: The Acceptable Alternative." Vol. 12, No. 3 (Summer 1988), pp. 24-27.

Brown, Beverly B. "Achieving Individually/Building Communally: Perspectives on Faculty Development." Vol. 12, No. 3 (Summer 1988), pp. 32-36.

Rivera, Manuel G. "Recruitment, Retention, and Support of Minority Students, Faculty, and Administrators." Vol. 12, No. 3 (Summer 1988), pp. 16-20.

St. Petersburg Junior College. "Faculty Development." Vol. 12, No. 2 (Spring 1988), pp. 43-46.

Financial and Business Policies

Bryant, Donald W. "The Organization of the Community College Foundation Board." Vol. 12, No. 3 (Summer 1988), pp. 12-15.

Cofer, Berdette H. "Bert". "To UBIT or Not to UBIT: The Unrelated Business Income Tax Question." Vol. 12, No. 1 (Winter 1987-88), pp. 30-35.

Wise, Stephen R. and Camper, Marlene W. "Fund Raising for Two-Year Colleges." Vol. 12, No. 1 (Winter 1987-88), pp. 21-29.

Legal Considerations

Andes, Frederic P. "Environmental Liability Issues Affecting Colleges and Universities." Vol. 12, No. 3 (Summer 1988), pp. 6-11.

Legislative Advocacy

Dickinson, Bernell C. "Montgomery GI Bill: Golden Opportunity for Community Colleges." Vol. 12, No. 3 (Summer 1988), pp. 21-23.

Long-Range Planning/Mission and Goals

Kuttler, Carl M., Jr. "St. Petersburg Junior College: Striving To Be on the Cutting Edge." Vol. 12, No. 2 (Spring 1988), pp. 2-5.

St. Petersburg Junior College. "Structuring Institutional Effectiveness." Vol. 12, No. 2 (Spring 1988), pp. 10-17.

Nature of Trusteeship

Lang, Joseph H. "Trustee Leadership." Vol. 12, No. 2 (Spring 1988), pp. 6-8.

Whitmore, Lynn A. "Results of a National Survey of Community College Trustees: Trustee Attitudes." Vol. 12, No. 1 (Winter 1987-88), pp. 3-9.

CALENDAR

Trustee Education Opportunities

January–April, 1989

January

18–21
American Council on Education Convention, San Diego, CA

31
AGB National Policy Seminar Washington, DC

February

2
Nebraska Technical Community College Association, Lincoln, NE

23–24
AGB Seminars Washington, DC

26–28
ACCT National Legislative Seminar Washington, DC

March

19–21
AGB Convention Boston, MA

29–31
AACJC Convention Washington, DC

April

1
AACJC Convention Washington, DC

2–5
American Association for Higher Education Convention, Chicago, IL

10–11
Pennsylvania Federation of Community College Trustees Harrisburg, PA

13–15
ACCT Pacific Region Seminar Scottsdale, AZ

14–16
Oregon Community College Association Silverdale, OR

27–30
ACCT Western Region Seminar Galveston, TX

145

ERIC Clearinghouse for Junior Colleges FEB 03 1989